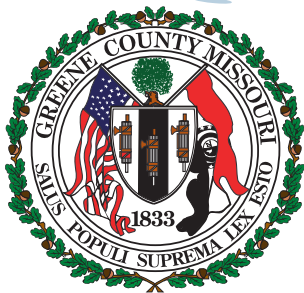


Joint City-County Planning Task Force

TOPIC SUMMARIES



Joint City-County Planning Task Force

Topic Summaries

December 2014

Topic Summaries

1. County Financial Situation
2. Law Enforcement Costs
3. Public Health Funding
4. Animal Control
5. Unfunded Environmental Mandates
6. Operational Issues: Unfunded Capital Needs, Life Cycle Replacement Costs, Fuel Costs
7. Operational Issues: Employee Recruitment, Retention & Compensation, Wellness Programs
8. Stormwater Capital Needs
9. Capital Transportation Needs
10. Growth Planning
11. Economic Development
12. Sales Tax Fluctuations/Difficult Budget Projections
13. Consolidated Functions
14. Civic Engagement Issues

Appendices – All of the materials below can be found at springfieldmo.gov/JointCityCounty

- A. Listing of Task Force Meetings & Topics
- B. Law Enforcement and Criminal Justice Scenarios
- C. Capital Replacement Costs
- D. Transportation Project List
- F. City-County Citizen Stormwater Management Task Force Report
- G. City-County Unfunded Environmental Mandate Affordability Task Force Report
- H. Study investigating the merger of the Sheriff's Office and Springfield Police Department
- I. Study investigating the merger of the the City's Building & Development services with the County's Building Regulations and Planning & Zoning.

Topic Summaries

A Task Force summary of discussion and findings for each topic is presented in the following sections. Topics are listed in the order they were discussed. No order of priority should be presumed in the order of presentation. Under the heading of each topic is a summary of each of the three categories of information requested in the charge to the Task Force.

1.0 County Financial Situation

1.1 Mutual Fiscal and Service Delivery Challenges

Declines in revenue following the 2008 economic downturn, coupled with increasing demand for services, primarily in the law enforcement and criminal justice systems, have resulted in a deteriorating financial position for the County. In response to increasingly difficult budgets, the County undertook a forward planning process in 2013 to better predict upcoming financial challenges. The results were sobering. Utilizing best revenue and expense projections compiled by all County offices and departments, it was projected that the County's General Fund could become insolvent by 2016, even when considering only expenses needed for unavoidable contractual and statutory obligations.

In response to this information, the County took immediate steps to seek additional revenue to stabilize the General Fund. A Use Task proposal was offered to County voters in November 2013. Unfortunately, the proposal failed by a margin of 56-43% in a turnout of 8.1% of registered voters.

At the end of the 2013 budget year, the County's cash position had improved markedly compared to 2012. This improvement was primarily due to three factors: 1) Budget austerity measures, 2) decreased personnel expenses because of difficulties in hiring and replacing staff (primarily law enforcement) due to the County's increasingly subpar salaries, and 3) a 2.9% increase in general revenue, primarily from an increase in sales tax revenue.

Current Situation

During the summer of 2014, the County updated its financial forecast through 2018. While estimated cash balances in the General Fund have improved due to the factors listed above, the overall situation has not changed. The County's General Fund continues to be underfunded for the services that are provided. The vast majority of these services are mandated by State or Federal law, thus, there is not much discretion as to what services can be cut.

The County Commission appointed a Financial Advisory Task Force of 12 citizens who worked in the areas of finance and business with the following charge:

The Financial Advisory Task Force will serve as advisors for the County's 2014-2018 High-Involvement Planning financial forecast; review and provide critical comments for processes and information utilized by the County, and provide suggestions for developing greater public confidence and understanding of the County's finances.

Members of the Greene County Financial Advisory Task Force were:

Tom Bates, SRC Newstream	Steve Fox, US Bank
Stephanie Bryant, Dean MSU School of Business	Derek Fraley, BancorpSouth
George Deatz, Retired Businessman	Pete Harris, Retired, public finance
Rachel Dwiggin, CPA, BKD	Gary Leonard, Business
Paula Daugherty, Financial planner	Stephanie Montgomery, Business
Lyle Foster, Business	John Owens, retired, Commerce Bank

Why this Issue is of Mutual Concern:

The County provides services that are essential to both the citizens of the unincorporated area of the county, as well as citizens of Springfield and other cities in the county. These services include the courts, prosecuting attorney, juvenile services, jail, medical examiner services, tax collection, elections, recording of land records, mortgages, deeds of trust and more. The County's ability to provide these services has a direct impact on citizens of both the City and County and should be of concern to the leadership of both organizations and their citizens.

1.2 Options to Address Current and Anticipated Challenges

In 2013, the County's preferred option to provide short-term fiscal relief was to gain voter approval of the Use Tax. The Use Tax would have conservatively generated an additional \$3 million in revenue annually for the County's General Fund. This would not only have been sufficient to stabilize the fund in the long term, but would also have allowed modest gains in other critical areas – primarily construction of additional courtrooms and continued funding for the County State and Federal stormwater permitting programs.

The importance to the County of a ballot initiative for a use tax or a vehicle sales tax in the foreseeable (or very near future) can't be overemphasized. Voter approval of either type of tax will help local car, truck and other vehicle dealers remain competitive with out-of-state dealers who aren't required to charge a County sales tax after 2016. Furthermore, current state law prohibits the County from pursuing that revenue stream after 2016, which would result in an annual loss or revenue conservatively estimated at \$350,000.

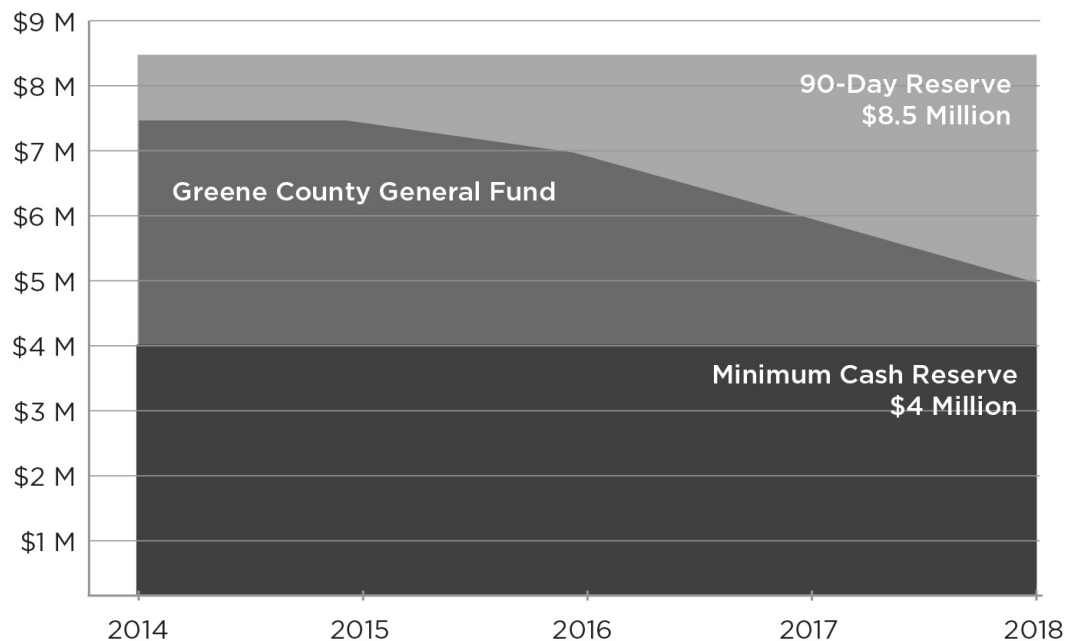
The County's sales tax rate is one of the lowest in the State and is not sufficient to meet citizen demands for services. Out of the 114 counties in Missouri, 76 have a higher sales tax rate than Greene County. The chart below illustrates the County's sales tax rate compared to neighboring and similar counties:

County	US Census Bureau as of 9/28/09	Statewide Sales/Use Tax Rates	Rank
Dade	7883	2.25%	14
Dallas	16777	2.00%	22
Webster	36202	1.83%	48
Christian	77422	1.75%	44
Lawrence	38634	1.50%	60
Polk	31137	1.37%	76
Greene	275174	1.25%	82

Other options are limited. Existing revenue sources are not expected to grow at a rate sufficient to provide revenue needed for unavoidable expenses. At this time, it is expected that additional budget cuts with corresponding reductions in service will be required to balance the General Fund budget.

City of Springfield Leadership has also recognized that anticipated funding vs. service model is not sustainable. A new model will be developed and provided to City Council for discussion.

GREENE COUNTY GENERAL FUND CASH PROJECTIONS



1.3 Suggested Performance Metrics

- Year-end cash balance in the County's General Fund .
- Total annual General Fund revenue.
- Total annual sales tax revenue .
- In-state vehicle tax rate vs. out-of-state vehicle tax rate.

2.0 Law Enforcement Costs

This topic covers two aspects of public safety: (a) law enforcement, which includes Springfield Police and Greene County Sheriff operations, and (b) the rest of the criminal justice system, which includes the courts, prosecuting attorney, public defender, pretrial services and the juvenile justice system.

2.1 Mutual Fiscal and Service Delivery Challenges

Law enforcement needs received a comprehensive review by the [Safety & Justice Roundtable](#), a panel of citizens and professionals appointed by the City Council and County Commission in 2008 to “develop a comprehensive understanding of the community’s criminal justice system through studying the interconnectivity of all departments and offices within that system, identifying and prioritizing needs within the system and recommending solutions to address those needs.”

The Roundtable issued their [final report](#) in 2009. An update was issued in 2011, which identified a total fund need of \$35 million per year. Following the [2011 update](#), the County presented a 1/8-cent public safety sales tax proposal to County voters (dubbed Law Enforcement Sales Tax 2 (LEST II) in 2012 as a “band-aid” approach to address immediate county law enforcement resource and related criminal justice system shortfalls. While the 2012 public safety initiative (LEST II) addressed only 14% of the needs identified by the Safety & Justice Roundtable, the initiative was successful and approved by a margin of 67% to 33% by County voters. The Joint City-County Planning Task Force conducted a thorough review of public safety programs and issued an [updated report](#) in January 2014. All of these reports can be found online at www.springfieldmo.gov/Safety-Justice-Roundtable.

While much progress in the area of public safety / law enforcement has been made since the formation of the Safety & Justice Roundtable in 2008, many pressing, unmet needs remain. In 2012 and 2013, citizens and members of the business community have expressed increasing concerns over rising crime rates.

In response to these concerns, the Task Force reviewed several Public Safety and Criminal Justice Scenarios below.

2.1.1 1997 Law Enforcement Sales Tax (LEST I)

In 1997, the County and the City entered into an inter-governmental agreement defining the distribution of the LEST I proceeds. The County also entered similar agreements with the other municipalities in the County.

The Agreement with the City of Springfield provided that:

- Two major City and County activities be consolidated: the Greene County jail and the trunked radio system. The City of Springfield, Greene County and City Utilities formed a partnership for shared radio communication system of emergency services and critical infrastructure support workers countywide.
- The County would construct operate, and staff the justice center and jail from the proceeds of the law enforcement sales tax.
- The County would receive 55% of all funds for the construction of the consolidated justice center (jail), expanded county law enforcement, its share of the consolidated trunked radio system and payments to other incorporated towns and cities in Greene County for the first four years the tax rate was 3/8 cent. During the first four years, the City of Springfield was to receive 45% of all funds for expanded law enforcement activities and its share of the consolidated trunked radio system.
- The County agreed from its share of the revenue to:

Fund its share of the consolidated trunked radio system, purchase and maintain county radios and dispatch consoles;

Construct, equip and operate a consolidated justice facility (jail);

Remit to the other municipalities in Greene County a pro rata share of the tax after paying for increased jail operations and communications;

Add a minimum of 27 law enforcement-related positions: 12 in the Sheriff's Office, 8 in the juvenile divisions and 7 in the Prosecuting Attorney's office.

- The City agreed in the first four years immediately following the passage of the tax to:

Add a minimum of 15 police officers and a minimum of 3 civilian personnel per year (over its current locally funded positions) to expand traffic enforcement, criminal investigation, safe streets patrol and community policing activities;

Provide additional space for the Police Department, constructing the South District Station on West Battlefield and remodel Headquarters on Chestnut Expressway, plus other capital and operating expenditures as deemed necessary by the City consistent with State statute and the agreement;

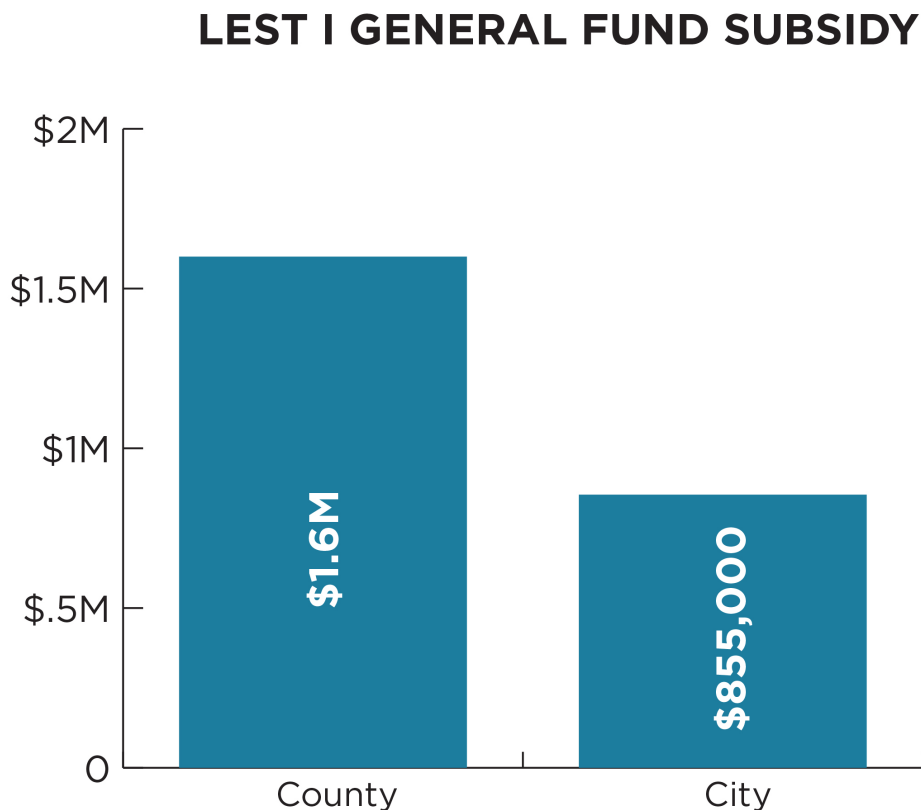
Fund its share of the consolidated trunked radio system.

- The tax rate would be reduced from 3/8 cent to ¼ cent at the beginning of the fifth year. Tax revenues beginning in year five were to be distributed to the City and retained by the County based on current United States Census data and adjusted every five years thereafter. The County agreed to distribute a minimum of 25% of its share of the revenue received after funding countywide

communications and the cost of increased jail operations.

The County also entered agreements with the cities of Ash Grove, Battlefield, Fair Grove, Republic, Strafford, Fair Grove and Willard. These agreements defined payments to these municipalities would be made after funding countywide communications and the cost of increased jail operations. However, these agreements also guaranteed the municipalities a minimum payout based on a formula that effectively negated the jail funding language.

Within a few years of its passage, it became apparent that the revenue from the permanent ¼-cent sales tax for law enforcement (LEST I) was insufficient to provide the services that had been promised to the voters. Both the City's and County's LEST I funds operate at annual deficits. Those deficits were approximately \$1.6 million for the County and \$1 million for the City in 2012. Cumulative deficits since the inception of the tax total \$17.7 million for the County and \$6.5 million for the City through 2012. To illustrate this deficit, the County LEST I and General Revenue funds specifically dedicated to jail operation and the jail expenses paid from General Revenue and LEST I from 2007 to 2013 are shown below:



As the above chart illustrates, the County's portion of LEST I revenue does not cover the operation of the jail as anticipated in the agreements. Faulty assumptions by both the City and the County concerning the ability of LEST I to fund the promised positions and capital improvements have caused the both the City and County to fund those obligations through transfers from their respective general revenue funds. In addition, the Sheriff contracted with the United State's Marshall's Office to house federal prisoners to raise additional revenue to fund the operation of the jail. This, of course, also had the impact of reducing the space available in the jail to house offenders arrested on state or local charges.

The positions funded by LEST I are necessary for public safety both in the County and the City and each organization benefits from the positions funded in the other. Therefore it will be necessary to work together to determine a more comprehensive solution to the problem of insufficient public safety funding.

Throughout the discussion of these funding issues, a primary point of contention has been the jail. After completion of the new jail in 2001, jail population quickly rose to exceed the capacity of the new facility. In 2003, the County commissioned a study of the jail and the underlying causes for overpopulation. The "Kalmanoff Study" included a number of recommendations for managing the jail population. The County implemented as many of these recommendations as was feasible. Overcrowding at the jail has continued to be a problem.

The County sought additional revenue for law enforcement services and operations in ballot initiatives in 2004 and 2005. However, neither election was successful. While it was hoped that the successful passage of the most recent public safety sales tax initiative (LEST II) in 2012 would begin to address these issues in the criminal justice system, including the jail, it simply does not have the space or staff to accommodate and process the cases being generated by our community. In addition to space and staffing shortages in the jail, the Courts, Juvenile Office, Prosecuting Attorney's Office and Public Defender's Office all are understaffed and without physical space to expand.

The 1997 LEST I agreements were discussed by the Task Force at meetings Aug. 7 and Aug. 21, 2013. It was noted that 58% of bookings at the jail originate from the Springfield Police Department and over 75% of all felonies prosecuted by the Greene County Prosecuting Attorney's Office are Springfield Police Department cases.

2.2 Options to Address Current & Anticipated Challenges

The Task Force examined possible future scenarios for the law enforcement and criminal justice systems. Multi-year crime trends were used to predict likely outcomes for the next five years for each of the following three scenarios:

- **Status Quo** – What will our criminal justice system be like if we invest no additional resources into our Sheriff's Office, Prosecuting Attorney's Office, Courts System, or Juvenile Justice System?

- **One Notch Increase** – What will our criminal justice system be like if we marginally increase our investment in the Police Department, Prosecuting Attorney’s Office, Courts System, and Juvenile Justice System in order to implement a handful of new programs designed to deter criminal activity.

- **Toughest on Crime Stance** – What will our criminal justice system be like if we significantly increase our investment in the Police Department, Prosecuting Attorney’s Office, Courts System and Juvenile Justice System and earn a reputation as a community that is “tough on crime”?

Information for law enforcement was presented by Sheriff Jim Arnott and Police Chief Paul Williams at the Jan. 27, 2014 Task Force meeting. Information for the criminal justice system and municipal court and City Prosecuting Attorney was presented at the June 25, 2014 Task Force meeting. This information is included as Appendix B of this report.

2.3 Suggested Performance Metrics

- Annual Uniform Crime Report statistics for Springfield and Greene County
- Annual Uniform Crime Report Case Clearance for Springfield and Greene County
- Citizen survey results regarding feels of safety.
- Annual Springfield Police Department and Greene County Sheriff’s Office staffing reports
- Law Enforcement Felony Case Referrals received by the Greene County Prosecuting Attorney
- Circuit Court Felony Case Disposition Statistics
- Jail Population (including out of county prisoners)

3.0 Public Health Funding

3.1 Mutual Fiscal and Service Delivery Challenges

The framework of public health is built around the core functions and 10 essential services endorsed by the National Association of City and County Health Officials (NACCHO).

The core functions of public health are:

1. Assessment
2. Policy Development
3. Assurance

The ten essential services of public health are:

Assessment

- Monitor health status to identify community health problems.
- Diagnose and investigate health problems and health hazards in the community.
- Evaluate effectiveness, accessibility, and quality of personal and population-based health services.

Policy Development

- Develop policies and plans that support individual and community health efforts.
- Enforce laws and regulations that protect health and ensure safety.
- Research for new insights and innovative solutions to health problems.

Assurance

- Link people to needed personal health services and assure the provision of health care when otherwise unavailable.
- Assure a competent public health and personal health care workforce.
- Inform, educate and empower people about health issues.
- Mobilize community partnerships to identify and solve health problems.

Primary areas of the Springfield-Greene County public health programs, for which improvement is needed, include:

1. Prenatal case management/ high-risk infant home visits.
2. Satellite facilities that provide more convenient access for rural and suburban residents.
3. Chronic disease prevention.
4. Restore Greene County funding to Jordan Valley Community Health Center.
5. Increase emergency preparedness capacity.

Prenatal Services

Prenatal case management statistics:

- In early 2014, funding from the Greene County Commission allowed the Health Department to expand nursing staff by adding three prenatal case management nurses. In 2013, there were 900 total referrals to the Health Department's prenatal case management program: 309 of those were contacted. Comparatively, 2014 is expected to have 1,146 total referrals. The Health Department hopes to case manage 762 of those.
- 600 women were identified with at least one risk factor in 2013 from a risk assessment received by the Health Department.
- In 2010, there were 1,712 Greene County women on Pregnancy Medicaid (49.3% of all pregnant Greene County women).

High-risk infant home visits:

- During the last five years, the Springfield-Greene County Health Department has received an average of 50 referrals per year from hospitals and social agencies.

- The Health Department's current capacity is 50 infants annually.
- The Public Health Nurse assigned to this program devotes 75-80% of her time to this activity.
- There have not been significant changes with the number of referrals the Health Department received, but the intensity of services has increased.

Case Management

Additional resources and focus on case management can make a significant difference on long-term outcomes:

- The Nurse-Family Partnership is a case management program that has existed since the 1970's.
- This program has studied the impact that intensive case management has on first-time moms.
- These longitudinal studies show that the outcomes are significant. Children from families that participated:
 - Were healthier at birth.
 - Experienced lower rates of abuse and neglect than their peers.
 - Engaged in fewer criminal or anti-social behaviors at age 15 than their peers.
 At age 19, women who had been program participants were less likely to have been imprisoned and had borne fewer children than their peers.

Satellite Facilities

There is currently one satellite public health facility in Republic. Additional satellite facilities are needed in order to improve accessibility and use. Possible locations for satellite clinics include:

- Willard
- Fair Grove
- Rogersville
- Southwest Springfield

Services which could be offered at satellite clinics would include:

- Public health nursing
- Chronic disease prevention services
- WIC (Women Infant & Children—federally subsidized services)
- Breastfeeding peer counseling
- Immunizations
- STD testing and counseling
- Vital records
- Health education

Chronic Disease Prevention

Community Health Advocates are a cost-effective and impactful way to work with the community to:

- Connect with residents to address each neighborhood's healthy living priorities.
- Identify health champions within each neighborhood.
- Facilitate the development of programs and activities to promote healthy living.
- Serve as a liaison between residents and other community organizations and agencies.
- Connect residents with health care services and other community resources.
- Provide outreach and health education to neighborhoods.
- Provide blood pressure screenings and follow-up education.

Indigent/Low Income Services

- Jordan Valley Community Health Center provides indigent health care services to City residents.
- County funding in the amount of \$168,000 was eliminated under previous budget cuts. This funding needs to be restored.

Emergency Preparedness

- An additional Public Health Representative focused on Emergency Preparedness could:
 - Provide education and public outreach for citizens.
 - Develop and execute full-scale table-top exercises with community partners.
 - Enhance our Point-of-Dispensing (POD) capabilities.
 - Keep current plans and standard operating plans (SOP) up-to-date.
 - Complete hazard risk assessments.

3.2 Options to Address Current & Anticipated Challenges

It is estimated that a minimum of \$1.1 million per year is needed to provide funding for the suggested improvements to public health services listed above. The majority of this funding would be for personnel as shown in the table below:

Summary of Minimum Additional Public Health Funding Needs

Description	Total cost
Total personnel costs	\$830,000
Jordan Valley Community Health Funding	\$168,000
Satellite locations (Rent, Telecom, Supplies, Services)	\$100,000
Total	\$1,098,000

The Public Health Planning Committee for the Fieldguide 2030 strategic plan identified 10 major goals for improving public health. In addition to the minimum program improvements listed above, approximately **\$900,000** is needed to provide additional programs to improve public health—though it should be noted, not all of these programs have been made the responsibility of the Health Department. These would include programs to address chronic obesity and related illnesses, improved access to healthy foods, increased emphasis on wellness and exercise and establishment of an advisory council for public health.

The City of Springfield currently budgets **\$5,062,950.72** annually for public health services. The primary source of funding for public health is a 13-cent per thousand assessed property tax levy that was enacted in the 1950's.

The County currently budgets **\$690,222.00** annually for public health. This has been drastically reduced from previous funding levels due to the County's financial crisis. In 2008, the County's budget for public health was \$953,379.96. County funding for public health services has changed as shown in the following program service areas:

2008 County Funded Services

Administration Services
Food & Beverage Control
Water Supplies
Sewage Systems
Public Facility Inspections
Environmental Health Hazards
Communicable Diseases Control
Maternal Health
Dental Health – Adult
Dental Health – Child
Vital Records
Clerical Services
Clinic Drugs & Lab Fees
Animal Control

2014 County Funded Services

Food & Beverage Control
Water Supplies
Communicable Disease Control
Immunizable Disease Control
Maternal Health
Vital Records
Community Nursing
Emergency Preparedness
Laboratory
Prenatal Case Management

With these reductions, Greene County funds public health at one of the lowest “per citizen” levels in the entire state of Missouri.

Other sources of funding budgeted for FY 15 for public health, include service fees (\$957,000), grants (\$3,820,804), and vital records revenue (\$440,100). The current total annual budget for the Springfield-Greene County Health Department is \$10,835,152.73.

For more than a decade, the Federal and State governments have consistently reduced funding assistance for public health. While reductions in Federal and State funding total \$87,000 since 2009, this is not reflective of the true impact of the funding losses.

The two largest public health grants are HIV Case Management and Women, Infants, and Children (WIC) program funds. Since 2008, WIC has gone from a budget of \$770,612 to an estimated 2015 budget of \$1,500,000. The Ryan White (HIV Case Management) grant has gone from \$563,188 in 2008 to \$1,565,200 in 2014. These two grants alone have increased \$1,731,400 from 2008 to 2015; yet the total public health grant funding is less. HIV and WIC are two programs where the funding is strictly used within the program and cannot be used elsewhere. The majority of the HIV Case Management contract is subcontracted to two community partners, Aids Project of the Ozarks and Burrell Behavioral Health. In FY15, the Springfield-Greene County Health Department retains only \$161,500 from this grant. By March 2016, the Health Department will likely not receive funding from this grant at all.

The combined reductions in Federal, State and County funding have had a severe impact on the ability of the Springfield-Greene County Health Department to maintain and deliver essential public health services. In addition, a significant disparity between the funding amount provided by the City of Springfield versus that provided by Greene County has been identified. As a result, Springfield residents have been subsidizing public health services for citizens in the unincorporated areas of the county and smaller cities in the county. In recognition of this, Greene County agreed to increase funding for public health by \$330,000 in 2014. This amount is projected to increase to \$660,000 in 2015, with planned future increases until funding equity is achieved.

The Health Department has done a tremendous job of addressing two core areas of prevention. While communicable disease control and environmental sanitation are still a significant focus of their overall mission, any additional funding should be directed at two other priority areas: Maternal and Child Health and Chronic Disease Control. We believe that our community will see the biggest return on its investment in public health if we were to use additional resources in those arenas.

It would be ideal to extend throughout Greene County the stable funding stream similar to the property tax that the City of Springfield residents pay. Such a stable funding stream would provide a significant return on investment for our entire community.

3.3 Performance Metrics

The Springfield-Greene County Health Department is currently working on a community-driven effort to develop a Community Health Improvement Plan (CHIP). The CHIP will take into account existing health improvement efforts, the Field Guide 2030, the Community Focus Report and the Southwest Missouri Counts Dashboard to develop community health performance metrics.

4.0 Animal Control

This topic was suggested by a citizen and was sponsored for inclusion in topic discussions by Harold Bengsch, Associate County Commissioner, District 1.

The actual wording of the citizen suggestion is as follows: “There is a need for a county wide nuisance animal policy and actual enforcement staff. The sheriff department no longer responds to dangerous dogs. Phone calls to county offices is a bureaucratic dead-end. I would support a county license and fine system to have actual animal control officers.”

4.1 Mutual Fiscal and Service Delivery Challenges

The animal control program in the City of Springfield currently includes the following services:

1. Code enforcement.
2. Animal welfare.
3. Bite investigations.
4. Animal rescue.
5. Vicious and dangerous dog investigations.
6. Animal sheltering and bite quarantine.

Funding for the City’s animal control program for FY2015 is **\$554,298**, which is provided from the City’s General Fund.

Other cities in Greene County provide their own, separate animal control programs. Greene County is responsible for animal control in the unincorporated areas of the County. Beginning in 2007, Greene County funded its animal control program through the Springfield-Greene County Health Department. In 2007, the County further improved its program in the urban area surrounding Springfield, by creating an “Urban Animal Control Area” in which a leash law was adopted and enforced.

Due to budget cuts, the County eliminated all funding for animal control programs provided by the Health Department beginning in 2013. At the present time, the County provides only minimal services required by state law for control of rabies. The Health Department currently estimates that \$169,081 will be needed annually to restore the County’s program to the urban services area of the County .

The current situation in the unincorporated county is unsatisfactory to both citizens and to County staff. There is currently no means to address threatening or vicious dogs running loose. The County only responds if a person has been bitten and is at risk of contracting rabies.

Though the City of Springfield’s program addresses animals running at large and vicious animals, there still remain needs which are not addressed. In 2012, the Springfield City Council convened an Animal Issues Task Force. This task force presented its final report to the City Council in September 2013. Their recommendations focused on three core areas:

- Facilities – sheltering solutions
- Programs – education and partnerships
- Policies – legislative and operating policy changes

The City's current animal control shelter is at capacity for impounding the number of animals brought to the facility. Further, the aging facility is located in a floodplain area near a former landfill site. A new shelter is needed in the near future.

The Springfield City Council is currently studying this issue. Current estimates for a new shelter range between \$1.4 and \$4 million dollars, depending on the operating model chosen. At this time, no funding source has been identified and an operating model has not been selected.

Other communities are also struggling to provide adequate shelters. In 2014, the City of Springfield polled surrounding communities to gauge interest in a regional animal shelter. A high level of interest was expressed from all of the eleven communities polled (Nixa, Ozark, Republic, Rogersville, Strafford, Monett, Aurora, Marshfield, Bolivar, Willard and Battlefield). Only one, Nixa, did not express interest due to the fact that they have recently constructed their own shelter.

4.2 Options to Address Current & Anticipated Challenges

Funding needs to be provided to:

- Restore the County's animal control program to the level, which existed prior to the 2013 budget cuts.
- Provide an animal shelter meeting current and future needs and requirements. The City Council is currently focused on three potential solutions :
- Partnership with the Humane Society of Southwest Missouri to use their existing facility.
- Build a large, state-of-the art shelter with a rescue partner running the adoption side.
- Build a smaller, utilitarian shelter with a rescue partner running the adoption side .

Both the City and county fund animal control programs from general revenue. Neither has a license requirement (except for special provisions for pit bull breeds in the city). Animal license fees were eliminated in the city at the time the 1-cent general revenue sales tax was adopted in return for support of the sales tax initiative.

The Animal Issues Task Force has suggested that it is time to reconsider this City policy and to consider adopting fees in the county. Revenue from these fees would not be expected to completely fund animal control programs. However, fees are an essential component in improving pet owner accountability, which is the underlying cause of nearly all animal control issues. Licensure would not only make enforcement of loose animals simpler, it could also provide a strong incentive for spay and neuter programs which could significantly reduce the number of unwanted animals.

4.3 Suggested Performance Metrics

Performance metrics for animal control could include:

- Calls for service.
- Dogs impounded.
- Bites investigated.

- Vicious and dangerous dog investigations.
- Animal cruelty investigations.
- Percentage of total impoundments released alive.
- Percentage of total impoundments returned to owner.
- Per capita funding of animal control services in the City versus the County.

Animal Control Statistics for the Urban Services Area of Unincorporated Greene County

Year	Calls for Service	Dogs Impounded	Bites Investigated	Vicious & Dangerous Dog Investigations
2007	720	319	21	2
2008	756	392	17	3
2009	635	336	50	0
2010	1072	264	32	1
2011	929	210	14	1

Additionally, the Sheriff's Office reported that from January to April 2014, approximately 245 animal control service calls were handled by the County (27 aggressive animal reports and 9 animal bites, one of which was a cat bite).

In 2013, approximately 1,153 animal control service calls were received by the County. (The City had approximately 12,001 animal calls in 2013.)

5.0 Unfunded Environmental Mandates

5.1 Mutual Fiscal and Service Delivery Challenges

Clean air and water are vital to a livable and economically healthy community. The City of Springfield, Greene County and City Utilities provide a variety of environmental programs for drinking water, wastewater, stormwater, solid waste disposal, air quality, cooling water and ash disposal from the power plants, recycling, hazardous materials and environmental clean ups. Federal requirements for air quality, water quality and waste disposal have increased significantly in recent years. The majority of the financial burden for meeting these requirements has been passed on to local governments. These mandates have the potential to have the largest fiscal impact on our communities during the next 20 years.

Current estimates indicate that an outlay of \$1.6 billion could be required over the next 20 years for Springfield, Greene County and City Utilities to comply with these requirements.

There is no argument over the need to protect our natural resources. Our water, air and land resources are an essential part of our quality of life and our economy. There are, however, legitimate questions as to the cost effectiveness and affordability of State and Federal regulatory programs. Regulatory agencies have never been required to consider community affordability.

There are concerns that regulatory programs defined in siloes result in unnecessary duplication of cost and effort and at times, counterproductive efforts. With the extremely large potential price tag, it is necessary that we make our programs as cost effective as possible. Our citizens should get the “biggest bang for their buck.”

Toward this end, the City, County and City Utilities submitted an [Integrated Plan for the Environment](#) to the Environmental Protection Agency (EPA) and the Missouri Department of Natural Resources (DNR) in 2012. The proposal can be viewed online at springfieldintegratedplan.com. The core of this proposal is to consider all regulatory mandates in a comprehensive and integrated fashion in order to focus resources in the most efficient manner. EPA and DNR have been very receptive to this proposal and have encouraged Springfield, Greene County and City Utilities to proceed in this manner. This approach is considered to be unique in the country.

As a part of this effort, we have attempted to determine the combined cost of meeting all the regulations and its impact on our citizens. An Environmental Affordability Task Force was convened for this purpose in late 2012. [The Task Force report](#) can be viewed online at springfieldmo.gov/environment.

Exacerbating this challenge is the fact that funding for mandated stormwater permitting programs for the city and county was discontinued when the Springfield-Greene County Parks/Stormwater Sales Tax sunset in 2012. This resulted in a decrease in funding of nearly \$3.5 million annually for the City and \$1.5 million for the County. In addition to not having a funding source for required compliance with State stormwater permits, the City and County both lack funding for maintenance of stormwater system infrastructure and flood control.

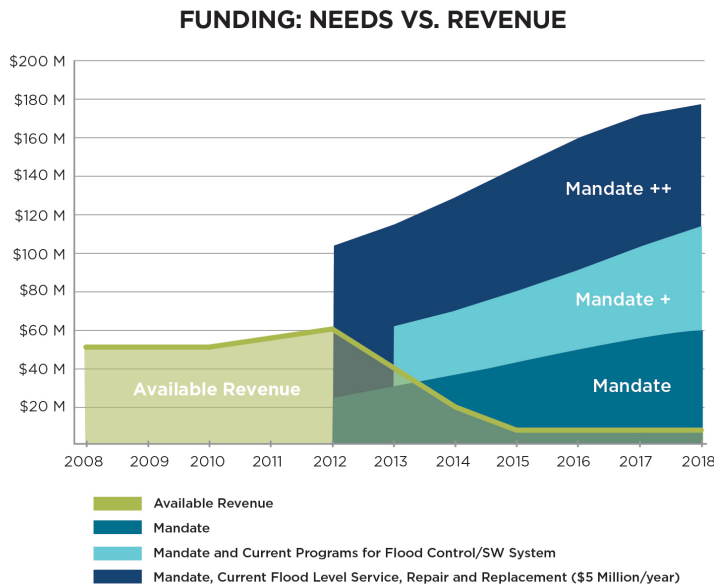
A [Stormwater Management Task Force](#) was formed in October 2012 to study this issue. The Task Force identified nearly \$56 million in unmet funding needs for stormwater through 2020 and recommended ballot initiatives for sales taxes to provide the additional funding needed. No action has been taken on these recommendations. Stormwater funding issues are discussed further in Section 8 of this report.

5.2 Options to Address Current & Anticipated Challenges

The proposed Integrated Plan for the Environment represents a major community effort to both address environmental issues as well as to keep costs as manageable as possible.

In any case, additional funding will be needed - either through the form of increased utility rates, fees or additional taxes. The issues will be addressed as they arise and as implementation of the Integrated Plan proceeds.

5.3 Performance Metrics – Amount of Stormwater Funding vs. Need



\$7.75 million needed annually, increasing to \$11 million annually in 2020.

Major funding source was 1/8-cent parks/stormwater sales tax, which sunset in June 2012.

Neither the City nor county has dedicated funding source.

6.0 Operational Issues - Unfunded Capital Needs

6.1 Mutual Fiscal and Service Delivery Challenges

In order to provide services needed by the public and required by law, both the City and County must provide and maintain buildings and equipment. As demand for service expands and additional mandates are received from the Federal and State governments, new or expanded building facilities and additional equipment are needed. Significant investment is required to maintain existing buildings and equipment, as well as to construct additional facilities or acquire additional equipment. Like most local governments, the City and County face constant financial challenges in their attempt to fund these needs.

The purpose of the April 9, 2014 Task Force meeting was to review currently unfunded capital needs for buildings and equipment, life cycle replacement costs, and to anticipate future expenses in operational costs, primarily fuel costs.

The following categories of capital needs were discussed:

- New facility construction
- Capital replacement of equipment and vehicles
- Building Facility maintenance
- Fuel costs

Note: This topic did not include wastewater, solid waste and other programs that are funded by user fees.

New Facility Construction

Greene County faces two immediate needs: a need for increased jail capacity and a need for an additional courtroom to house the additional associate circuit court judge funded by the 2014 legislature.

The jail was recently remodeled to provide a dormitory housing unit with 68 additional beds, which increased the capacity of the jail to 592 inmates. This project, completed in September 2014, is being funded from the Sheriff's commissary fund.

The additional courtroom is needed by Jan.1, 2015. The Court en banc has determined that the additional court will handle a criminal caseload. For security reasons, the additional courtroom will need to be located within the Judicial Courts Facility. Since the building is full, this will require relocation of some function(s) to other facilities. The estimated cost will range from \$300,000 to \$1.5 million, depending upon the extent of relocation(s).

Other urgent needs in this area for the County for which funding has not been identified are listed below:

Facility	Estimated Cost	Funding Source
Judicial Courts / Juvenile Expansion	\$12-15 million	Unfunded
Jail Expansion	\$25-30 million	Unfunded
Sheriff's Administrative Offices	\$3-5 million	Unfunded
Operational Costs for jail and courts expansions	\$9-10 million	Unfunded
TOTAL UNFUNDED	\$49-60 million	Unfunded

The City of Springfield maintains a prioritized list for unfunded building capital improvements. There are currently six building facilities on the unfunded capital needs list:

Facility	Estimated Cost	Funding Source
New Fire Station #13	\$3.37 million	Unfunded
New Municipal Court	\$14.72 million	Unfunded
Fire Department Capital Training Facility	\$2.35 million	Unfunded
Police Outdoor Firing Range	\$2.17 million	Unfunded
Police & Fire Driving Task and Facilities	\$2.20 million	Unfunded

Animal Shelter	\$2.50 million	Unfunded
TOTAL	\$27.31 million	Unfunded

In addition to buildings, the City and County's parks facilities have not been able to expand or upgrade since the sunset of the 1/8-cent Parks/Stormwater sales tax in 2011. The sunset essentially put the Park Board's remaining 10 years of a 20-year master plan created as part of Vision 20/20 on pause due to lack of a capital funding source. Specifically, the need to maintain, restore and upgrade our sports facilities and accompanying infrastructure at the highest level is absolutely essential if Springfield-Greene County is going to be able to continue to bid on national-level sporting events, which have been unbelievably strong economic drivers for us during tough economic times.

In addition to buildings, the City and County must budget a considerable amount for purchase and replacement of vehicles and other equipment. Estimated annual costs are listed in the following tables.

Capital Replacement of Equipment and Vehicles

Greene County – Capital Replacement Needs	
Category	Estimated Annual Replacement Cost*
Sheriff's Vehicles	\$850,000 (5-year cycle)
Sheriff's Equipment	\$419,500
Highway Department – Vehicles & Equipment	\$1.3 Million
General Fund – vehicles	\$74,000 (10-year cycle)
Software and information technology equipment	\$597,000
Total average annual replacement cost	\$3,240,500

The City of Springfield has compiled and maintains a 10-year replacement schedule, which currently runs through 2024, with estimated replacement costs listed for each fiscal year. Average annual costs are listed below:

City of Springfield – Capital Replacement Needs	
Category	Estimated Annual Replacement Cost
Police vehicles	\$1,540,000
Police equipment	\$ 350,000
Fire apparatus	\$2,000,000
Fire vehicles	\$ 45,000
Software and information technology equipment	\$ 300,000
Public Works (non transportation)	\$ 325,000
Total average annual replacement cost	\$ 4,500,000

Building Facility Maintenance

Greene County

Greene County currently operates and maintains 10 buildings on its main campus. Major building components that must be periodically replaced are listed below with desired replacement cycle:

Item	Annual Cost	Replacement Cycle
Roofs	\$150,000	15 Years
Carpet	\$35,000	3 Years
Heating Units/Boilers	\$25,000	5 Years
Air Conditioning Units	\$15,000	5 Years
Building Exteriors/ Masonry Tuckpointing	\$90,000	5 Years
TOTAL	\$320,000	
Current annual budget	\$4,000	
TOTAL UNFUNDED	\$316,000 / Year	

City of Springfield

The City of Springfield uses a priority schedule for building maintenance and repair needs. These are summarized below:

Category	Description	Estimated Need
I	Required by Law	\$357,000
II	Life Safety & Security	\$1,284,000
III	Protection of Facility Exterior Envelope	\$9,677,000
IV	Mission Essential	\$12,573,000
V	Mission Enhancements	\$735,000
Total		\$24,626,000

(\$2.4 million needed annually, with \$500,000 in the budget)

Fuel Costs

The outlook for fuel expense has changed dramatically over the past few years as increases in the price of oil has eased. The outlook for the near future appears to be stable. However, there remains a considerable amount of uncertainty in the longer term.

Annual fuel expense for the City of Springfield has actually declined by 14% in recent years from \$2.68 million in FY2011 to \$2.47 million in FY2012 to \$2.31 million in FY 2013.

General trend of fuel expenses for the county:

Annual fuel expenses for Greene County have risen by approximately 6.6% since 2011. The primary reason for the increase stems from the County purchasing several additional Sheriff's vehicles with the passage of LEST II, thus increasing the gasoline usage by having these additional Sheriff's vehicles patrolling the neighborhoods. The fluctuation in diesel expenses is a combination of price adjustments and weather conditions; the increase in snow and ice removal increases diesel fuel usage.

	2011	2012	2013
Gasoline	\$511,661.31	\$499,506.03	\$554,984.33
Diesel	\$541,728.85	\$499,189.97	\$568,822.49
Total	\$1,053,390.16	\$998,696.00	\$1,123,806.82

Primary factors driving fuel costs, and what is expected in the next 5-10 years:
(Information derived from www.eia.gov. The U.S. Energy Information Administration)

Despite the uncertainty of the events that shape the energy markets, research shows that gasoline demand and pricing is expected to decrease to approximately \$3.38 per gallon in 2015 and \$3.03 per gallon in 2017. The projected decrease over the next decade is due to more stringent fuel economy standards for newer vehicles. It is forecasted that the growth in heavy-duty vehicle miles traveled (VMT), however, will lead to an increase in consumption and pricing of diesel fuel over the next decade.

Approximately half of County's fuel cost is for diesel fuel, causing a negative affect on Greene County's overall fuel costs. Depending on how much gasoline decreases and how much diesel increases, County staff is hopeful this will not have a significant negative impact on Greene County's overall fuel costs. Based on these indicators, fuel costs are expected to either remain flat or have a slight increase – keeping in mind inclement weather plays a big part in diesel fuel usage.

Energy consumption and prices also have an impact on costs. These will continue to be monitored.

6.2 Options to Address Current & Anticipated Challenges

Building Capital Needs

The County estimates a need of \$49 to \$60 million for courts, juvenile and jail building expansion. The City estimates a need of \$27.3 million for an additional fire station, expanding the overcrowded municipal court, police and fire training facilities and an animal shelter. There is no existing funding stream for any of these needs.

Options to fund these needs include:

- Redistribution of revenue from existing sources. This would like be an amount sufficient to cover bond payments to finance construction over a 10 to 20 year period. Redistribution of existing revenue would require cuts in service in other areas.
- State and Federal Funding/Grants: With cuts at the State and Federal level any direct funding assistance is unlikely. For a number of years we have sought grant funding for these needs, however neither State nor Federal agencies provide grant funding for “brick and mortar” construction in these areas.
- Sales Tax: Countywide law enforcement sales tax rate is currently 3/8-cent. The authorizing statute allows up to ½-cent leaving the ability to pass an additional 1/8-cent. This would generate approximately an additional \$6 million per year at current collection levels. This would be sufficient for bond principal and interest payments over a period of 15-20 years. Additional City sales taxes are not possible until the police-fire pension fund sales tax sunsets.
- Fees: Both the City and County were successful in obtaining passage of a \$10 case filing fee in the 2014 legislative session. This could provide complete funding, but could provide a portion of the revenue stream needed.
- Capital Improvements Sales Tax or Level Property Tax: The City has some ability to provide funding in future extensions of these taxes. However, these taxes are utilized for a wide variety of community needs. It is unlikely that either tax would be viable for providing more than a fraction of the funding needed for buildings. This revenue stream would apply to City facilities only.
- Lease back financing

Capital Replacement Needs

Life cycle replacement for vehicles is particularly problematic for Sheriff, police, and fire vehicles. Neither the City nor the County has ever had a budgeted set-aside for this purpose. Establish a reserve from existing funding sources: This would require cuts in other areas. It would also require additional up front funding to keep up with immediate replacement needs while the reserve is built. One positive: a vehicle replacement reserve was established for positions funded from LEST II.

IT infrastructure, computer hardware and software, also pose budgetary challenges. We now live in a world where in order to function we must keep pace with what seems like a continuous stream of hardware and software upgrades and larger data transmission and storage capacity.

State/Federal funding: For the past several years the Sheriff has paid for replacement vehicles with Federal Drug forfeiture funds. The Department of Justice has recently reduced the amount distributed to local governments.

Building Maintenance & Repair

The County estimates an unfunded need of \$316,000 per year. The City estimates \$2.4 million per year for 10 years to catch up with building maintenance needs.

Options to address capital replacement of equipment and building maintenance and repair are limited. They include:

- Continued deferral. This will result in service interruptions at some point.
- Redirecting existing revenue for this purpose. This will require cuts in other programs/areas.
- Additional revenue. Possible sources include sales tax, property tax, County Use tax, internet sales tax.

6.3 Suggested Performance Metrics

- Actual equipment replacement versus recommended schedule.
- Building maintenance schedule versus recommended schedule.

7.0 Operational Issues: Employee Recruitment, Retention & Compensation

7.1 Mutual Fiscal and Service Delivery Challenges

Greene County Salaries

Greene County adopted its current compensation and payment plan in 1996. By 1998, employee pay had been adjusted to fall within the recommended range. A salary survey was conducted in 1999, which showed County salaries to be 9.8% below market average.

At that time, the County embarked upon a five-year plan to adjust salaries to 95% of market. Raises were suspended in 2004 due to a drop in revenue, but were resumed from 2005-2008 with either a cost of living or performance increase or both being given. Due to sharp reductions in revenue as a result of the economic downturn of 2008, as well as increased cost of law enforcement services, the County has been unable to give any type of salary increase (COLA or merit) since January 2008.

In 2011, a salary study was conducted comparing the county to 12 benchmarks. County salaries were determined to be over 20% below the benchmark average. However, continued financial difficulties have prevented the County from increasing wages from 2008 to the present.

As the County enters its sixth year without any increases to pay, non-competitive salaries have become a significant problem for the County in recruiting and retaining qualified workers.

In addition to a freeze on any salary increases, the County has also frozen any position adjustments since 2009 and has reduced starting pay to the minimum within each established pay grade. As a result, the average hourly wage for County workers has decreased from \$17.00 per hour in 2008 to

\$16.54 per hour in 2014. Data collected from The Bureau of Labor Statistics (bls.gov) for the Springfield Metro area report as of May 2013, the County's average wage was 6% below the average hourly wage for the metro area.

It is currently estimated that an additional \$2.5 million annually would be required to improve salaries to within 90% of the market benchmark. Additionally, cost of living adjustments would be needed each year to maintain pace with the market. At the present time, sufficient funding is not available to do either.

City of Springfield Salaries

The City of Springfield currently has five pay schedules: Professional, Administrative and Technical (PAT), Crafts, Trades and Labor (CTL), Law Enforcement Schedule (LES), Fire Protective Schedule (FPS), and the Department Head Schedule (DHS). Each pay schedule is comprised of two components: internal equity comparison and external competitiveness.

The first component, internal equity comparison, is determined for each regular, full-time equivalent (FTE) position assigned to a pay schedule. Each position is assigned an occupational group and a salary grade assignment based upon the internal equity comparison amongst the positions of its respective occupational group. The City has established 36 occupational groups. The City has over 400 unique positions that are assigned to the various occupational groups.

The second component to the pay plan is the external competitiveness component. This is the only strategy the City utilizes when comparing City positions to those of external entities and is completed through the City's Annual Salary Survey. This component provides the data needed to determine where City salaries are in relation to the external market.

The annual salary survey is distributed to the City's designated Benchmark Cities. Data for approximately 60 positions, or approximately 15% of the City's current positions, is requested from each of the selected benchmark cities. Analysis of the survey results is then used to identify trends and occupational groups, versus specific positions or employees, which appear to be lagging with respect to external pay competitiveness.

The Benchmark Cities that participate in the City's annual salary survey were selected by the Benchmark Cities Taskforce that was established by City Manager Greg Burris. A copy of the Benchmark Cities Task Force – Final Recommendation to City Manager was distributed to the Task Force .

A copy of the report entitled Summary of Salary Survey Results was also distributed to the Task Force. This report reflects the results (upper-third, mid-third, and lower-third) for each position surveyed within the past three years. The City's goal is to establish salaries in the "middle third."

Benefits

Both the County and the City offer attractive benefit packages, including health insurance and retirement plans. Benefits are summarized in the following table.

	City of Springfield	Greene County	Notes
Vacation	0-8 years: 2 weeks 9-15 years: 3 weeks 16 + 4 weeks	1-7 years of employment:12 days 8-14 years of employment:15 days Beginning with 15 years of employment: 21 days	Additional week(s) up to a maximum of 4 weeks can be earned based on length of service
Sick leave	3.69 hours per pay period	8 hours per month max amount allowed is 480	
Personal days	1.5 - 4 days per year depending on pay group*	Two given on January 1st of each year - no payout or roll-over.	*Exempt staff is eligible for 40 hours of exempt leave per calendar year
Holidays	9 City Holidays or equivalent	13 - Same as State employees	
Health insurance	Employee premium paid 100% by the City	90% if employee opts to <u>not</u> participate in the HRA/wellness. 100% if employee participates in the HRA.	
Life insurance	Voluntary benefit only – no City contribution	\$15,000 paid by County; Additional can be bought by employee	
Accident insurance	N/A	15,000 paid by County	
Pension	LAGERS L-6 (General) LAGERS L-11 (Police/Fire hired on or after 2/1/2010) COS Police/Fire Pension – Closed to new hires on 1/31/10	LAGERS L-7 1.5	

Recruitment Programs & Strategies

Greene County

The County presently has no recruitment program per se except for free websites due to budget cuts and staff shortages. The Sheriff's Office has prepared brochures and uses other methods, such as job fairs, the Safe and Sound Expo, social media, community involvement and the Drury University law enforcement program to help attract employees. The Highway Department utilizes the Road & Bridge Fund to continue using Career Builder and the News-Leader to advertise vacancies to fill some positions.

Prior to budget reductions, the County had a small annual recruitment budget of only \$4,000, and utilized these funds to advertise in newspapers and trade journals, and attend career fairs at local colleges and high schools and the Missouri Career center.

The County now utilizes free websites only.

City of Springfield

Retention Practices/Incentives

The Charter of the City of Springfield mandates the responsibilities of the City's Human Resources Department. The City's Merit Rules detail the policies relating to the recruitment and promotional processes of the City of Springfield. The City establishes eligibility lists for recruitment and promotional purposes for all of their hiring departments. Depending on the position, hiring or promotional lists may be valid for 6-12 months.

The City of Springfield recently completed an upgrade of its Enterprise Resource Planning (ERP) system. The upgrade to Oracle R12 included the iRecruitment module which enabled the City to migrate to a paperless application and screening process effective March 2014.

City of Springfield Recruitment involves utilizing numerous websites in addition to the extensive use of social media, including, but not limited to, Facebook, Twitter and LinkedIn. The City rarely, if ever, uses print advertisement due to cost and limited outreach offered through this medium.

The City places special emphasis on diversity recruitment and retention. The City has experienced success with a diversity internship program resulting in multiple interns being hired for regular, full-time positions after graduation or at the end of internships. The City is excited about expanding this program and has integrated a diversity training component into its new employee training.

In the past year, the City also revamped its new employee orientation program entitled Welcome to the City. The program is designed to welcome and acclimatize new employees to City employment. The program encourages Leadership Team members and other City staff to greet new employees at a

reception, followed by a comprehensive two-day training program specially designed to educate new employees on the City's diverse operations and assist them to better understand their value and role at the City.

Greene County

The County utilizes the following practices and policies to provide incentives for employees to remain with the organization:

- Five (5) years to be vested in LAGERS retirement
- Eight (8) years to be vested in CERF retirement
- Sick leave - cash payout of 50% of balance, after 10 years and upon retirement
- CERF 457 Savings Plan, CERF matches 50% up to 6% of salary
- Donated leave – can donate sick leave, requires donation of 1 vacation day per each 3 sick days donated
- Family-oriented culture, personnel-friendly culture

City of Springfield

- Five (5) years to be vested in LAGERS retirement system; no employee contribution required
- 457 deferred compensation plan through ICMA-RC; no vesting require
- Sick leave may be used for an employee or their family members; no payout of sick leave available for employees hired after 7/1/1998
- Care Leave Program for employees who desire to donate personal sick leave to be used by other City employees; donation ratio: four (4) days of sick leave to one (1) day of vacation
- employee development is supported and encouraged; internal promotions account for over 50% of placements, excluding entry level positions
- Tuition Reimbursement Program available to employees
- Striving to become an “employer of choice” in the local area and region

Employee Wellness Programs

Both the City and County recognize that well-designed wellness programs are key to minimizing increases in the cost of health care for employees.

Greene County

Greene County's wellness program emphasizes prevention as a key to wellness. Annual physicals are provided through the county's health insurer at no cost. The County's insurer also provides health risk assessments (HRAs) at no cost. Beginning in 2013, as an incentive to increase participation in preventive practices, the County extended 100% paid coverage to employees who elect to take an

annual HRA or physical. Otherwise, the County pays 90% of the employee's premium with the remaining 10% paid by the employee.

Midwest Public Risk (MPR), the consortium through which the County obtains health insurance, also offers a variety of consultations and health education opportunities.

1. Medical tourism. If an employee needs a qualifying operation, it will be done at zero cost to the employee and their dependents. Some of the qualifying services are: hip and knee replacement, rotator cuff and spine surgery. This program will provide a 4-star hotel accommodation (zero cost to the employee). The insured can bring a companion at no additional fee. All travel and hotel booking arrangements are done for the employee. Employee is picked up at the airport and transported to and from hospital and hotel at no cost. The employee will also receive a \$500.00 cashier's check (mailed prior to travel) to assist in the cost of the visa, food or anything the employee wants to put it towards. By using the medical tourism locations, it averages 25-30% less in charges to MPR than using local medical providers. Due to this, MPR is able to pay hotel, airfare for two people and give \$500.00 with substantial savings compared to the associated fees locally. Greene County employees have the option to utilize this benefit if they qualify or can choose to go the standard route locally and pay the deductible and out of pocket expenses.

2. Walking challenges with prizes of an i-pad and \$10.00 gift cards, etc.

3. Biggest Loser weight loss challenge with prizes including, but not limited to, \$100.00 and \$50.00 gift cards

4. Free Mammogram Wellness Bus

5. Discount to local fitness facilities

6. On Campus Brown bag "lunch and learn" presentations

7. Webinars on health topics - \$10.00 gift card for participation

8. Employee Assistance Program (EAP) with free local office visits for counseling

9. MPR has partnered with a company to offer **Hearing Aid discounts** to Greene County employees and their dependents

10. The County's dental plan through MPR offers four cleanings annually (instead of the normal two) if an employee or their dependents are diagnosed with diabetes. MPR understands maintaining healthy gums and teeth are a part of overall wellness.

11. MPR paid over \$17,000 towards on-campus biometric blood-drawn Health Risk Assessments (HRAs). MPR is aware of the County's lean budget and the fact that Greene County didn't have the revenue to pay 100% of the fees associated with our HRA wellness fair. MPR understands the importance in being pro-active and the drive to change our culture. Thus, MPR put their funds towards enabling Greene County to continue creating a more health conscious environment.

12. Annual Spring Wellness Fair with local vendors including: Cox and Mercy fitness facilities, Park Board gym memberships, chair massage, bone density testing, body mass, blood pressure, good and bad cholesterol check, blood sugar/glucose check along with educational games.

13. Over 95% of Greene County employees participated in biometric HRAs.

City of Springfield

inBalance, the City of Springfield Employee Wellness Program, is an employee-designed employee-driven program that was developed for the sole purpose of serving City employees and their families by providing a wide variety of programs and services to positively influence their overall wellbeing. To best represent the City and all of the unique needs, a wellness committee was designed comprised of employee representation from various city departments to allow for diversity and a network of resources. The committee continually focuses on assessing the employee wants and needs when it comes to a wellness program through a variety of formal and informal methods, thus allowing for the best representation of the employee population.

inBalance program and opportunity examples:

- City-offered Health Risk Assessments (HRAs)
- Discounted memberships to the Parks Family Centers, Cooper Tennis Complex, and Zoo
- Boot Camp classes and ongoing workout groups
- Walking Challenges
- Education seminars

7.2 Options to Address Current & Anticipated Challenges

Employee recruitment and retention for the County and City will not improve until salaries are improved. It is unlikely that the County will be in a position to implement a salary improvement plan without additional revenue. As noted above, the estimated annual cost of the salary improvement plan is \$2.5 million just to get to 90% of benchmark determined in 2011. In addition, annual cost-of-living adjustments would need to be given in order to avoid losing ground once again. A 2% COLA (cost of living adjustment) for the general fund costs (including the LEST I cost) \$456,000 annually. This amount, plus some inflationary costs, would need to be budgeted every year after the COLA is given if the COLA is to be maintained.

The City currently has three unions that represent a number of City positions. The City has engaged in collective bargaining for the past year with two of the three unions and is currently working to reach tentative agreements. The expectations and demands created by collective bargaining, coupled with the limited revenue growth, will create a challenging environment for the City in the coming years.

Both the City and County will continue to improve their wellness programs, emphasizing preventive measures. This is viewed as an essential component in holding down increases in health insurance costs. One advantage to both organizations is that savings in health care costs can be leveraged to improve wellness programs in response to the benefits that can be realized.

7.3 Suggested Performance Metrics

According to the Springfield Chamber of Commerce, the Springfield Area Human Resource Association (SAHRA) compiles quarterly information for Springfield. The Springfield Metro Area includes Greene, Dallas, Christian, Polk & Webster Counties.

The percentage increase for each year for the average Springfield Metro Area hourly wage is shown below:

2010: 2.66% increase

2011: .18% increase

2012: 1.41% increase

2013: 2.43% increase

Greene County's mean hourly wage has actually decreased since 2009 due to budget austerity measures. These include a freeze on all types of wage increases (cost of living and merit), a freeze on position reclassifications and mandatory hiring at grade minimum.

8.0 Stormwater Capital Needs

8.1 Mutual Fiscal and Service Delivery Challenges

Stormwater Capital & Maintenance Needs

Stormwater funding is a significant need in both the City and County.

In addition to the unfunded environmental mandates discussed earlier in this report, both the City and the County must operate and maintain stormwater drainage systems and construct improvements to address community hazards and damages due to flooding in areas that developed prior to modern storm system standards. Storm drainage systems consists of inlets, pipes and culverts, open drainage channels (both natural and man-made), and detention and retention facilities. As is typical in many communities, funding and operation of the storm drainage system is a patchwork of different departments and funding sources. Street and road departments typically fund construction and maintenance of inlets, drainage piping culverts and bridges on public road right-of-way. This is the case in both the City and County.

Construction and maintenance of stormwater drainage facilities on private property is more complicated. In the City of Springfield, some facilities remain privately owned and maintained. Drainage facilities considered a part of the "public system" are located in right-of-way easements and are maintained by the Department of Public Works. In the County, newer storm drainage facilities (since 1990) located on private property are located in drainage easements. However, maintenance falls to the private property owner or homeowners' associations in residential subdivisions.

8.2 Options to Address Current & Anticipated Challenges

A large capital investment is necessary to construct, operate, maintain and replace the stormwater drainage system in both the City and County. Neither the City nor the County has access to adequate funding for this purpose. In 2012, a City-County Stormwater Management Task Force was convened for the purpose of studying storm drainage needs. The Task Force presented its [final report](#) to the City Council and County Commission in July 2013.

Since that time, the County's General Revenue Fund contributions have been reduced to approximately \$250,000 per year. This funding is used for stormwater program operations. The source of revenue for the General Revenue Fund is primarily sales tax and property tax.

In August 2006, a countywide ¼-cent sales tax was approved to fund park and stormwater improvements. One half of the total tax, or 1/8-cent, was used for stormwater improvements. The 1/8-cent portion generated a total of \$24.2 million, or \$5.15 million annually and the revenue was allocated to stormwater management for the cities and county based upon population. Springfield's total was \$16.2 million over that time period, or approximately \$3.24 million annually. The County's total was \$7.7 million over that time period, or approximately \$1.54 million annually. This revenue funded operations, capital projects and the mandated State and Federal stormwater permit programs. The stormwater portion of the sales tax sunset in 2012.

NOTE: Missouri law allows counties to enact a maximum of ½ cent sales tax for parks and/or stormwater management, so at this time, ¼-cent of sales tax remains available by statute if approved by our citizens.

The City and County have three primary sources of revenue available to fund stormwater management in the future: property tax, sales tax and utility.

The following are some options available for each revenue source from information compiled by the Stormwater Task Force:

- **Property Tax**
 - Use a portion of existing property tax revenue from General Revenue Fund; and
 - Increase property taxes through a public vote.
- **Sales Tax**
 - Use a portion of existing sales tax revenue from General Fund;
 - Use a portion of County Parks & Stormwater Sales Tax; and
 - Increase the County Parks & Stormwater Sales Tax
 - Enact a new 1/10-cent Sales Tax authorized by the State to address water quality.
- **Utility**
 - Enact a user-fee-based stormwater utility related to the level of usage of the

system, typically measured by the amount of runoff that leaves a property.

The City of Springfield has over 4,000 outstanding requests for service related to flooding and drainage concerns. To address the majority of these requests, a list of over 600 capital improvement projects has been developed with an estimated cost of over **\$700 million**. A shorter list of high-priority projects to address some of the most severe street and structure flooding has been developed with an estimated cost of **\$200 million**. The Citizen Stormwater Management Task Force recommended that a \$5 million-per-year capital improvements program be developed to construct these improvements. At that level of funding, the high- priority project list could be completed in approximately 40 years.

The Citizen Task Force also identified a pressing need of repairing and replacing aging storm water infrastructure. The City's storm water infrastructure system has an estimated replacement value of over \$500 million. Approximately \$160 million worth of infrastructure is over 50 years old and some of that over 100 years old. City staff has recommended this infrastructure be replaced over the next 50 years. The Citizens Task Force recommended a simplistic approach of budgeting \$2.5 million per year to replace the system over the next 200 years. While this would allow the City to begin making some of the most critical repairs and replacements, this approach is likely not sustainable in the long term given the industry standard for infrastructure life cycle is typically closer to 100 years.

8.3 Suggested Performance Metrics

- A. Obtaining long term funding to provide for the accomplishment of the following metrics
- B. Maintain permit compliance for the City and County MS4 stormwater permits.
- C. Maintaining a generally positive public view of runoff quality and stream health.
- D. Constructing an average of \$5 million in capital improvement projects each year.
- E. Repairing or replacing at least \$2.5 million in storm water infrastructure each year.
- F. Selecting effective high-priority projects that replace aging infrastructure, reduce flood damages and protect water quality.
- G. Select projects through a prioritize Integrated Plan considering all aspects of environmental protection.

Additional Information

The following presentation and handout materials were utilized for discussion of this topic:
[Final Report of the City-County Citizen Stormwater Management Task Force.](#)

9.0 Capital Transportation Needs

9.1 Mutual Fiscal and Service Delivery Challenges

Springfield Public Works and the Greene County Highway Department work in cooperation with the Ozarks Transportation Organization and citizens to identify local transportation needs and deliver capital improvement projects that will best address emerging needs. Transportation improvement projects are prioritized based on several factors, including public safety impacts, mobility benefits,

economic development needs, and project funding opportunities. In addition Greene County works with their local municipalities to maximize the county transportation system.

The City of Springfield and Greene County are members of the region's Metropolitan Planning Organization (MPO), Ozarks Transportation Organization, which serves to maintain and conduct a continuing, cooperative, and comprehensive regional transportation planning and project programming process for the MPO area. This organization provides technical review, comments, and recommendations on plans, programs, and studies that involve the use of federal transportation funds.

The City and County both maintain a listing of currently funded projects, as well as a listing of projects proposed for the next ten years for which funding has not yet been secured. Adding to this list are "partnership" projects which are jointly funded by the City, County and MoDOT.

In order to maximize the benefits of limited local, state, and federal transportation funds, Greene County and the City of Springfield have worked together through funding partnerships to deliver many transportation improvement projects for the residents of this region. These cost-share partnerships have also allowed our region to compete for and receive additional state transportation funds, which have greatly accelerated the delivery of several major projects within the Springfield area, including several new interchanges as well as some essential roadway capacity improvements. These partnership projects have allowed the City, County, and MoDOT to leverage federal funds in conjunction with local dollars to complete a number of projects that would not otherwise have been possible. The success that has been shared by Greene County and the City of Springfield through the utilization of these cost-share partnerships has allowed southwest Missouri to serve as a model of innovative project delivery for the rest of the state.

Over the past five years, the state of Missouri has struggled to come up with a stable funding source for transportation. During this time period, MoDOT's annual construction budget for roads and bridges has fallen from about \$1.3 billion annually to \$685 million this year. It is projected to fall to \$325 million by the 2017 budget. Current estimates indicate that a minimum annual investment of at least \$485 million per year will be required just to maintain MoDOT's existing roadway system. Due to these current funding issues, MoDOT has eliminated their cost-sharing program, meaning that local agencies can no longer compete for additional state funds through cost-share partnerships. Due to the elimination of these statewide cost-share funds, the opportunities to leverage additional resources with local transportation dollars will be significantly limited. In addition, MoDOT will likely eliminate all projects that expand the state highway system in order to focus their resources on providing basic maintenance to their system.

The projected impacts of MoDOT's declining transportation budget will be the elimination of crucial roadway capacity and safety improvements within the Springfield / Greene County region over the next several years. Local transportation dollars that were once used to leverage state cost-share funds on the state highway system will be redirected to the City and County street system. MoDOT's Southwest District requires approximately \$11 million per year to maintain the state roadways within the Ozarks Transportation Organization (OTO) boundary. Current projections indicate that MoDOT's Southwest District will be operating within a \$6 million annual budget by 2018. The potential impacts

of these diminishing state transportation funds could generate some undesirable long term effects on the local economy, roadway safety, and regional mobility.

Capital Transportation Needs			
	City of Springfield	Greene County	Total
Funded projects	\$66 million	\$33 million	\$99 million
10-year Unfunded Priority Projects	\$123 million	\$118 million	\$241 million
Unfunded Partnership Projects	\$10 million		\$26 million
TOTAL	\$199 million	\$151 million	\$350 million

A complete listing of transportation projects for the City and County is included in the appendix.

9.2 Options to Address Current and Future Transportation Capital Improvement Needs

The Springfield / Greene County region continues to experience an increase in population growth and traffic demands, resulting in many emerging transportation system needs that are essential for supporting and sustaining the quality of life within our community. Included amongst these transportation priorities are millions of dollars in unfunded projects due to limited funding and the rising cost of roadway and bridge materials.

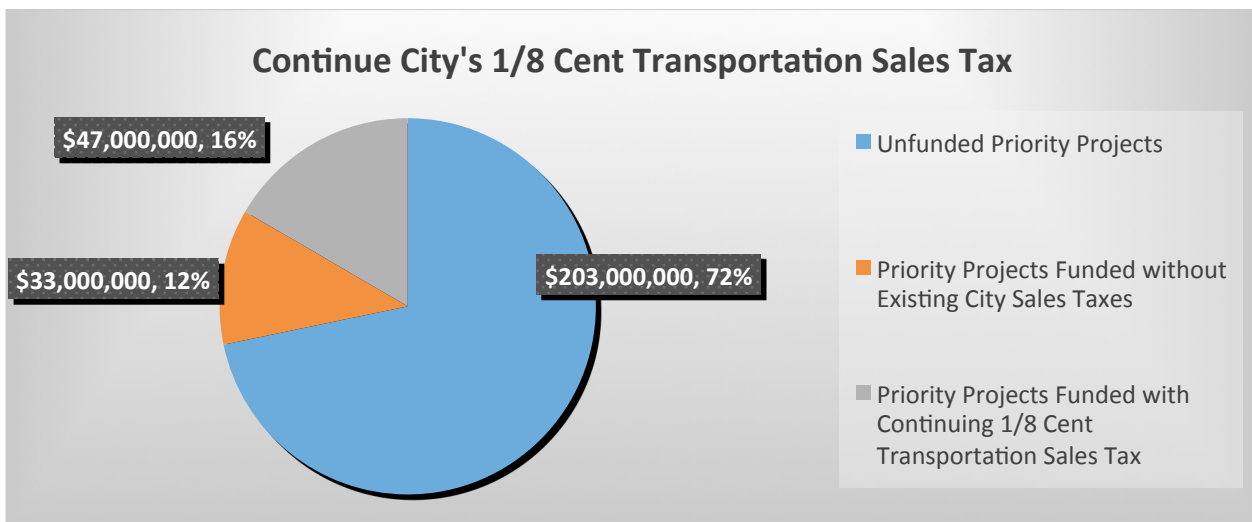
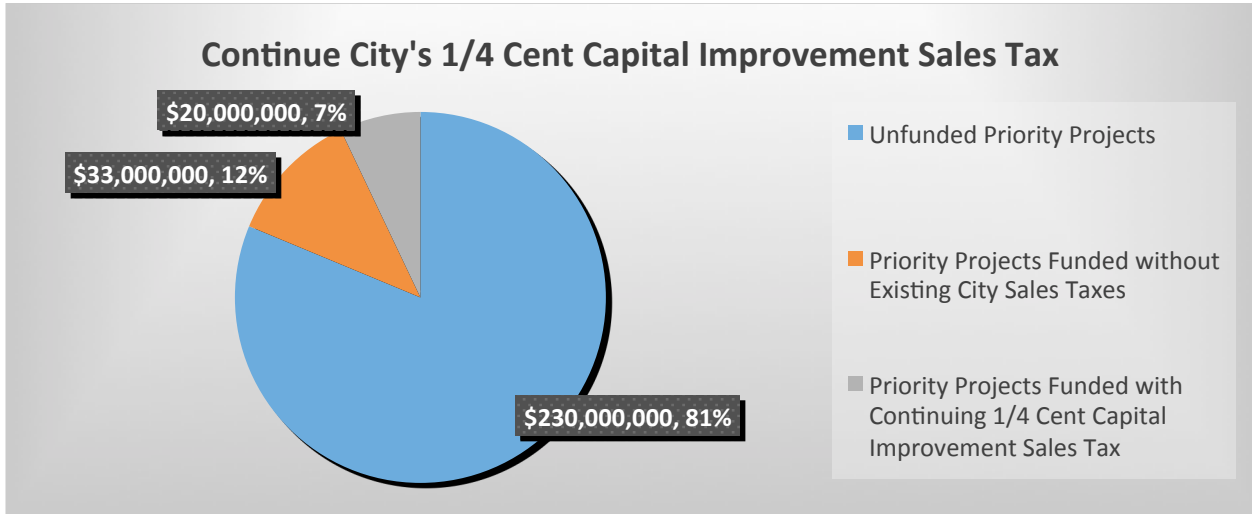
As this funding gap widens, Greene County and the City of Springfield must continue to utilize funding partnerships to deliver transportation improvements that are of outstanding value to this region. In addition to providing the greatest possible value for every dollar spent, it is essential that we continue to seek out new and innovative funding opportunities to maintain and advance the quality of transportation in our region.

Springfield and Greene County have identified \$350,000,000 in high priority transportation needs that should be addressed within the next ten (10) years, in order to meet the needs of our growing community. With current revenue projections, only \$100,000,000 (28%) of those needs can be funded. The remaining needs, totaling nearly \$250,000,000 (72%), will require funding from additional revenue sources.

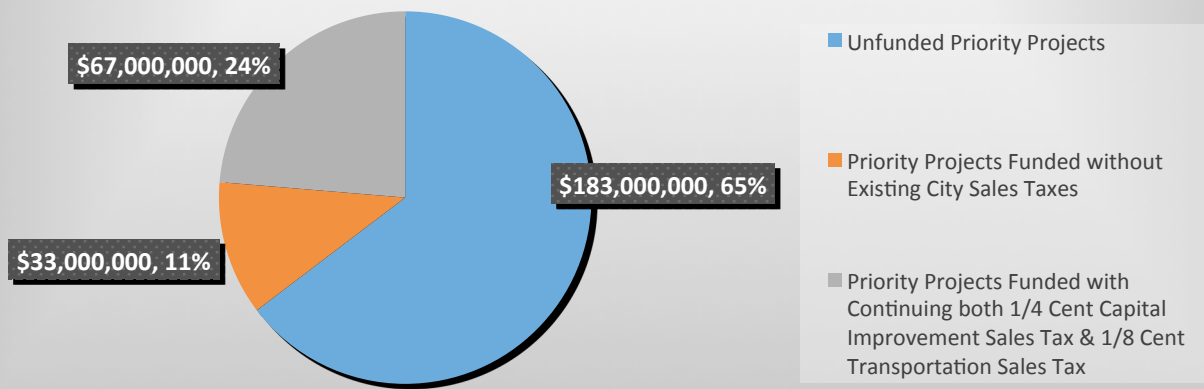
Optional revenue sources include:

- Continue to renew the City's existing 1/4 cent Capital Improvement sales tax and the City's 1/8 cent Transportation sales tax.** The city's 1/4 cent Capital Improvement sales tax is currently set to expire in late 2016, and the 1/8 cent Transportation Sales Tax will expire in early 2017. The 1/8 cent tax would provide \$4,700,000 annually. Approximately \$47,000,000 of additional projects could be funded over a ten (10) year period. Estimating that 20% of the city's 1/4 cent Capital Improvement sales tax goes toward transportation capital improvement needs, renewing the 1/4 cent Capital

Improvement sales tax would provide an additional \$2,000,000 annually to use toward unfunded transportation needs. Approximately \$20,000,000 of additional projects could be funded over a ten (10) year period.

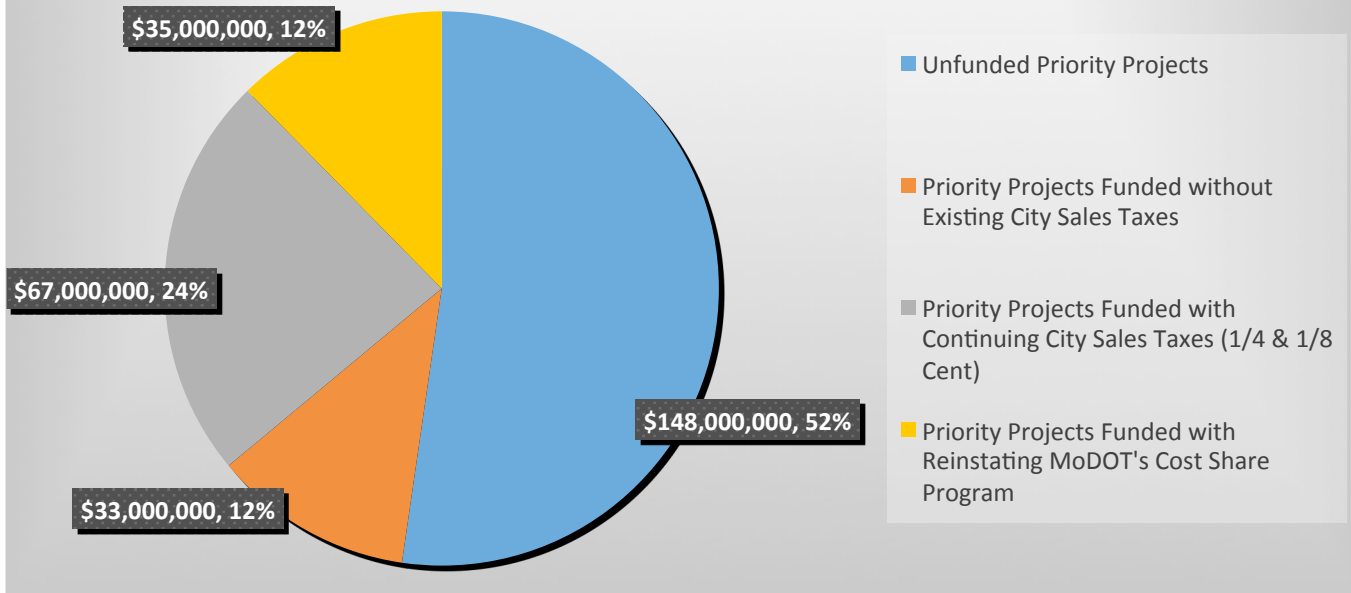


Continuation of City's 1/4 Cent Capital Improvement Sales Tax & 1/8 Cent Transportation Sales Tax - Combined



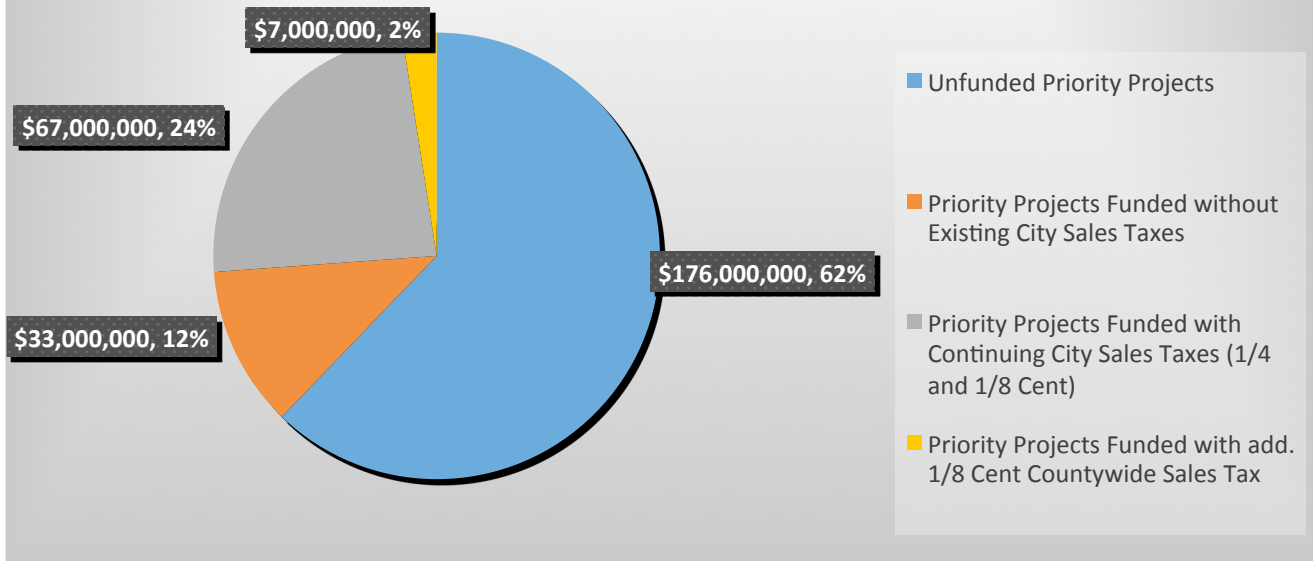
- **Encourage MoDOT (Missouri Department of Transportation) to reinstate its cost share program for local projects, and continue to renew existing City sales taxes (1/4 and 1/8 cent taxes).** The cost share program has previously funded up to 50% of projects on the state highway system, bringing on average \$3,500,000 per year in additional revenue for local transportation projects. The cost share program could be targeted toward maintenance projects (sustaining the current system), which would free up funds that could go toward other unfunded needs. Approximately \$35,000,000 of additional projects could be funded over a ten (10) year period.

Encourage MoDOT to Reinstate its Cost Share Program for Local Projects



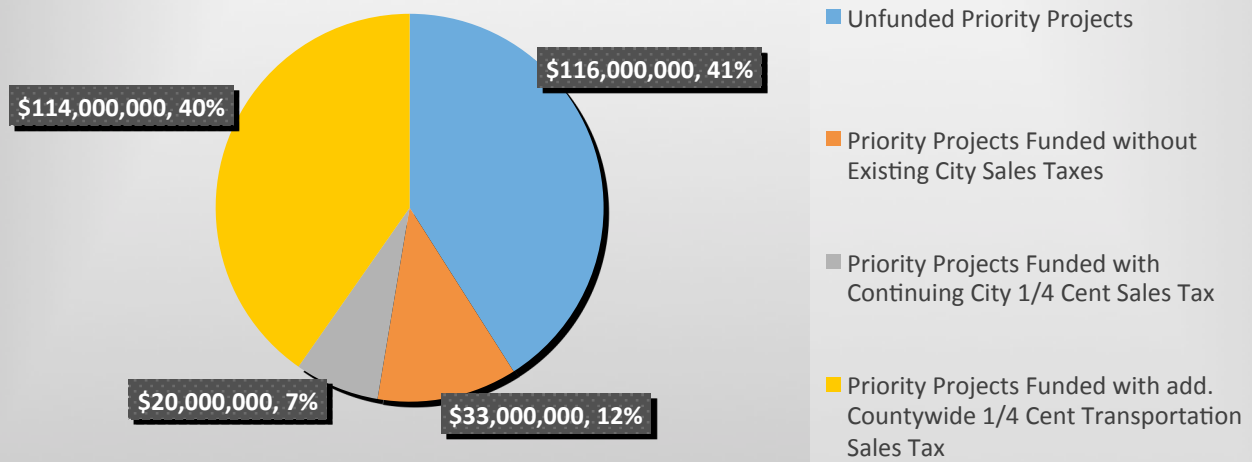
- Modify the existing 1/8 cent City Transportation Sales Tax to extend it beyond the city limits and into the entire County, and continue to renew City's 1/4 Cent Capital Improvement Sales Tax.** Approximately \$700,000 of additional revenue would be collected annually, on top of the existing \$6,700,000. A portion of the additional sales tax would be distributed to area municipalities. Both of these combined could fund approximately \$74,000,000 of additional projects over a ten (10) year period.

**Modify Existing 1/8 Cent Transportation Sales Tax to include all of
Greene County and continue to renew City's 1/4 Cent Capital
Improvement Sales Tax**



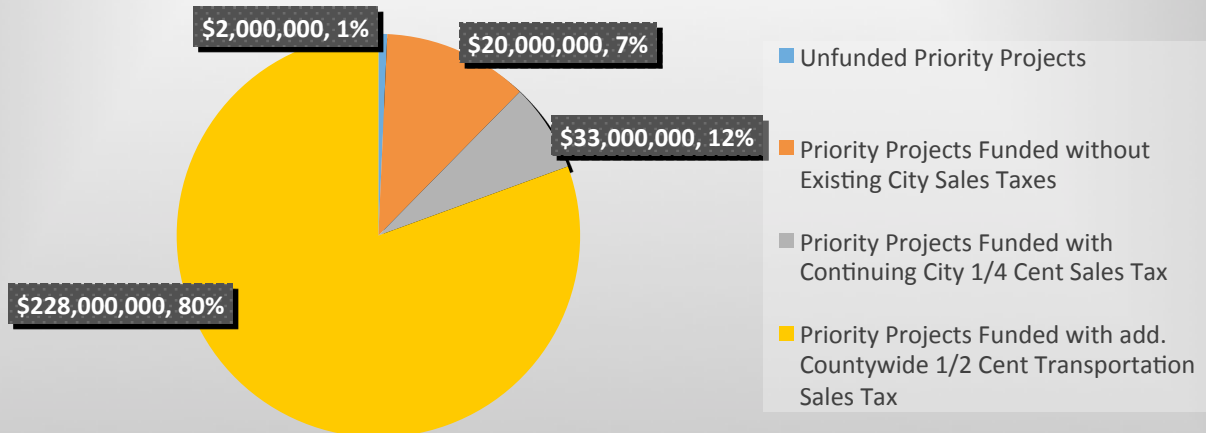
- Modify the existing 1/8 cent City Transportation Sales Tax by increasing the tax to 1/4 cent and extending it beyond the city limits into the entire county, and City continues to renew 1/4 Cent Capital Improvement Sales Tax.** A 1/4 cent county-wide transportation sales tax would generate approximately \$11,400,000 of revenue annually, in addition to the existing \$2,000,000 in 1/4 Cent Capital Improvement Sales Tax revenue. A portion of the additional sales tax may be distributed to area municipalities. Over a ten (10) year period approximately \$134,000,000 of additional projects could be funded.

A New 1/4 Cent Transportation Sales Tax County-wide, and City continues to renew 1/4 Cent Capital Improvement Sales Tax



- Modify the existing 1/8 cent City Transportation Sales Tax by increasing the tax to 1/2 cent and extending it beyond the city limits into the entire county, and City continues to renew 1/4 Cent Capital Improvement Sales Tax.** A 1/2 cent county-wide transportation sales tax would generate approximately \$22,800,000 of revenue annually, in addition to the existing \$2,000,000 in 1/4 Cent Capital Improvement Sales Tax revenue. A portion of the additional sales tax may be distributed to area municipalities. Over a ten (10) year period approximately \$248,000,000 of additional projects could be funded.

A New 1/2 Cent Transportation Sales Tax County-wide, and City continues to renew 1/4 Cent Capital Improvement Sales Tax



9.3 Performance Metrics

- **Major Road Travel Times**
 - This metric is being developed by the City of Springfield with the installation of Bluetooth Travel Time Data devices.
- **Traffic Accidents**
 - Historical accident data is collected and analyzed by the City of Springfield based on crash locations, severity, and frequency to determine whether an operational or safety problems exist.

A complete listing of transportation projects for the City and County is included in the appendix.

10.0 Growth Planning

10.1 Mutual Fiscal and Service Delivery Challenges

One of the unique features of Springfield and Greene County is the joint manner in which the urban growth area around Springfield is managed. In the 1980's, it became apparent that continued development of residential subdivisions on septic systems in Ozark karst topography and soils was a significant threat to water quality. While sound technology was available for small privately-owned centralized treatment systems to serve development, Missouri law did not provide a reliable framework to ensure operation and upkeep of such systems.

As a result of a scare with the City's water supply in 1982 (an algae bloom in McDaniel Lake caused by eutrophication), the formation of an Urban Services Area around Springfield was recommended. Within this area, City water, sewer, gas and electric services were extended to developments in the unincorporated County. In return, the County required any development with urban density to be connected to municipal services. This policy has been very successful in the 30 years since its adoption in 1984.

Successful implementation of this policy has required close coordination and cooperation between City and County departments, and occurs on a daily basis.

In 1994, the City undertook the *Vision 20/20 Comprehensive Plan* with participation from the County. An outgrowth of this plan was the update of the Urban Services Area in 1998. In 2003-2004, the Comprehensive Plan was updated through the *Vision 2020: The Future is Now* planning initiative – again with participation from both the City and County. The County further updated its Land Use Plan for the rural areas of the County in 2009.

One of the great benefits of the Urban Services Area policy is that all services within that area – water, gas, electric, sewer, roads -- are jointly planned. This allows the most efficient and cost effective systems to be provided.

While the Urban Services Area policy has been a great success, challenges have arisen with annexation policy. This is due in part to the success of the Urban Service Area, but also in large part to the City's policy of annexing only tax revenue-producing commercial areas while leaving "revenue negative" residential areas in the County. Given that the majority of residential services are funded via sales tax, annexing residential areas does not make sense for the City as doing so would result in additional costs with no additional revenue, thus reducing services for residents of Springfield.

This, in combination with Missouri's arcane annexation laws, has led to a confusing patchwork of areas around the City's fringe. This creates problems for emergency responders in determining which jurisdiction should respond. Fortunately, these problems are kept to a minimum by close and cooperative working relationships between City and County agencies.

In 1994, recognizing the difficulties created for future annexation under Missouri law, the City began to require developers to enter into "consent annexation" agreements as a requirement to obtain City water, sewer and gas services. Many of the subdivisions, however, still remain in the County.

Another issue created by the policy is the disenfranchising of residents of the Springfield community who live in the unincorporated area. Though these residents live and work in "Springfield", they are not eligible to participate in City elections because they are not City residents.

10.2 Options to Address Current & Anticipated Challenges

Resolving the annexation issue will be a complex process. For areas with consent annexation agreements, it is a budgetary matter for the City – since fire and police, public works, building development and planning services must be extended to these areas and the City would assume ownership of the street and storm drainage systems. This situation is complicated further since unincorporated areas are served by rural fire districts that lose valuable property tax base when areas are annexed into the City.

In order to mitigate these impacts, the City reimburses lost revenues to rural fire districts for five years following the annexation on a declining basis of 20% per year.

A larger problem exists with areas for which there are no consent annexation agreements. Missouri law requires that 100% of property owners agree to be annexed – otherwise an annexation election is required. Separate elections are held: one in the City and one in the area to be annexed. Both areas must approve the election by at least 50% of the voters plus one. If the election fails in either area, a combined election can be held, but at least two-thirds of the voters plus one must approve the annexation. The City undertook an initiative to begin annexation of these areas in 2003. Due to the lack of success in the initial elections, this initiative has not been pursued further.

11.0 Economic Development

11.1 Mutual Fiscal and Service Delivery Challenges

Economic development programs for Springfield and Greene County are a unique collaborative effort of the Springfield Area Chamber of Commerce, Springfield Business Development Corporation (SBDC), City of Springfield, City Utilities and Greene County. To quote Ryan Mooney, the Chamber's Senior Vice-President for Economic Development, "First things first...we don't do anything without collaboration."

The collaborative partnerships formed in the Springfield region provide a definite advantage. They give us the ability to do more than we could do alone. Again quoting Ryan Mooney, "partnership isn't a buzzword we throw around; we mean it." In economic development, it means that the City, the County, City Utilities, and the Chamber/SBDC work together to assist companies and work even harder to not duplicate services and have done this for more than 20 years. Each partner takes the lead in specific areas of economic development that have been assigned to it, ensuring that duplication is eliminated, businesses and customers are best served and credit is given to all involved. This partnership extends to marketing our 10-county region to the outside world. Through the Springfield Regional Economic Partnership, (SREP) a program of the Chamber, we present a united front to those considering making investment and creating jobs in our region.

With regard to traditional job creation and capital investment projects, the Chamber/SBDC serves as the lead for these economic development efforts. Through SBDC, which has a separate board, separate budget and separate action plan, each partner organization is represented through ex-officio board seats; funding is pooled together to maximize impact and staff work collaboratively on action items. They work hard, on a leadership and staff level, to maintain these roles so that everyone wins and jobs are created in the most efficient manner. This collaboration is appreciated by businesses that are assisted and by those in the industry who advise companies on location decisions – our customers.

The most visible successes of the partnership are the two industrial parks: Partnership Industrial Center (PIC) and Partnership Industrial Center West (PIC West). These parks are world-class industrial parks employing over 3,000 people in quality manufacturing jobs. They've also generated over \$15 million in direct revenue (not induced) to taxing jurisdictions in which they are located.

Within the partnership, the Chamber/SBDC has the lead role on project management, marketing for economic development and business-retention efforts. City Utilities takes the lead on utility infrastructure development and on the administration of the two industrial parks. The City leads the efforts on downtown redevelopment, retail projects and infrastructure development. The County, which was formally added to the partnership just over 10 years ago, serves an important role on retail development surrounding Springfield and participates in infrastructure development for economic development projects.

Although each entity has a lead role, all partners work together on a daily basis to support our collective efforts. Staff and leadership meet monthly at the SBDC board meetings. Staff meets three times a month to discuss projects and activities, in addition to being in communication on a daily basis.

Each region across the country (and the globe) does this differently. Each community is unique, and so is their approach to economic development. We incorporated national best practices while adapting lessons learned to our region. The model used in Springfield is what works best for our region. It's "the Springfield way".

As the lead entity on job creation projects, the SBDC has staff expertise in business retention/expansion, business attraction/marketing, and workforce development. [The SBDC Annual Report](#) lists accomplishments in each area. In the past two years, the economic development partners have visited with over 200 CEOs, presidents, plant managers, etc. to discuss their challenges and hurdles to growth. In that same timeframe, SBDC has exhibited or attended close to a dozen tradeshows within its target industries (determined in the Market Street Strategic Action Plan) and met individually with over 270 site selection consultants. These consultants are hired by companies to make site selection recommendations. SBDC staff meets with representatives from these firms regularly to make them aware of opportunities for their clients in our region. SBDC has also undertaken efforts in workforce development to align the education systems with the future workforce needs of businesses, especially those dominate industries, and taking on a Talent Attraction Initiative designed to assist companies as they work to bring the best and brightest to Springfield to work for them.

To do this, it takes funding. The SBDC is that vehicle through which our region can pool private and public dollars to support economic development activity. Currently, the funding is approximately 60% private and 35% public. It is felt that this is an appropriate blend. The SBDC is careful to take these investments and demonstrate a positive return on them. This is demonstrated in the SBDC Annual Report. SBDC has a total budget of just under \$860,000 annually. While this has increased in recent years, it pales in comparison to the financial support provided in other regions of the country. For example: Joplin, though only one-third the size of Springfield, provides \$800,000 annually. Tulsa spends \$3.5 million annually to support their efforts and similar sized regions like Wichita, Des Moines, and Lexington utilize between \$1.2 million and \$1.5 million annually. Regarding public (city/county) investments, cities in this region such as Jefferson City and Joplin invest between \$200,000 and \$300,000 collectively. While funded at a much lower level, the SBDC still delivers positive results. In the two years up to 2014, SBDC efforts directly aided in the creation of over 1,022 new jobs, over \$35.2 million in new payroll, and \$130.5 million in business investment.

The City of Springfield has contributed to the SBDC for the past dozen years, with the exception of FY 2010 and FY 2011 when sales tax revenues dropped sharply and the City was forced to make substantial cutbacks both internally and on community contributions. The City currently provides \$50,000 annually for economic development activities through a contract with the SBDC. Greene County had contributed to the SBDC from 2003 through 2012 but, due to its financial situation, the County was forced to eliminate funding support for the SBDC in 2013.

Both the City and County continue to participate in SBDC activities, the management of PIC West and serve on the Enhanced Enterprise Zone Board. In addition, the City and the County have also invested transportation funds in a number of infrastructure projects that help facilitate job creation and business investment. The participation in Airport Plaza helped land more than 650 new jobs at T-Mobile. Helping build road expansions to McLane and Kraft's distribution centers at the Springfield Underground have aided in the creation of hundreds of additional jobs. Millions of dollars from the City and County have been invested at PIC and PIC West for street, stormwater and sanitary sewer improvements. These investments will be repaid through the sale of lots in the two industrial parks. Business investment at PIC has topped \$200 million and led to the creation of 2,400 jobs. Similarly, over 500 manufacturing jobs have been created at PIC West through \$100 million of private investment. About 200 acres of "shovel-ready" ground is available at PIC West to respond quickly to growing manufacturers. Much of this business investment and job creation would not have occurred if we didn't have development-ready land for these businesses. The City and County have also shared infrastructure costs with the private sector on numerous transportation improvements. These improvements are critical to business growth.

The City of Springfield's [Economic Development Policy Manual](#) is designed to thoughtfully define the incentives the City will consider for redevelopment, retail development and job creation projects. The Policy Manual brings past policies into one document and includes policies for incentives not previously used by the City. One recent example is Kraft's \$50 million investment in new equipment for its Springfield plant. Since its adoption, several communities in the region have adopted similar policies, modeling theirs in whole or in part after Springfield's manual. The partnership encourages our regional partners to adopt similar incentive policies so that we create a level playing field across our regional economy.

Greene County is currently considering adopting a parallel economic development policy manual. This policy, if approved, will outline when transportation funds can be used for infrastructure needed to land jobs, what incentive levels would be standard for retail development and what tax breaks would create a win-win for the County and companies creating jobs in a competitive environment. As the County moves to finalize this effort, careful attention will be given to ensuring the County's policies mirror the City's policies where possible. This is a goal of entities across our region and presents a consistent policy that businesses can rely on. Consistent adherence to this policy by elected officials creates a confident development climate.

Property tax abatement is one of the primary incentives used to attract new investment and redevelopment. However, some members of City Council and the Springfield Public Schools have questioned the necessity of using abatements. Staff must continue to demonstrate the long-term benefits of incentive-driven development.

As noted above, public infrastructure such as stormwater improvements, roads and other transportation improvements can also incentivize private development. The City and County need to evaluate where to best spend infrastructure dollars to have the greatest impact.

11.2 Options to Address Current & Anticipated Challenges

The [Economic Development chapter of Field Guide 2030](#) drew heavily from the Springfield Business Development Corporation's Strategic Action Plan. These two documents identify the challenges and opportunities related to attracting and retaining a qualified workforce, encouraging business investment and job creation. They should serve as the guide for economic development activities for the partnership.

The eight goals identified in the Field Guide chapter provide insight and guidance into the challenges facing the City and County. They are briefly discussed below:

1. Create a competitive business environment. Specific action steps include consideration of consolidating City and County building development and planning services to provide a seamless development process and the adoption of new technology to improve delivery times.
2. Aggressively use economic development incentives to encourage investment in the community and to encourage job creation and retention. Preparation of the City's Policy Manual was one of the primary action steps associated with this goal. Similarly, the County should consider adopting policies regarding the use of incentives.
3. Plan for and develop infrastructure needed for sustainable, quality growth. As noted earlier, strategic infrastructure investment can be key to facilitating private investment.
4. Create and nurture a diversified workforce. In addition to assuring quality K-12 and higher education opportunities, the Field Guide and Strategic Action Plan both discuss the need to improve talent attraction and retention. This is a key program initiative of the SBDC. Renewed investment in the SBDC by both the City and the County can assist in this effort.
5. Promote a strong private-sector led entrepreneurial environment. The SBDC is the lead economic development organization in southwest Missouri. The City and County should invest in SBDC to assist their efforts in business attraction, retention and expansion activities as well as support for entrepreneurs.
6. Ensure that sufficient, suitable, infrastructure-served land and buildings are available for industrial, warehouse, and distribution facilities. The community currently has an inventory of development-ready industrial sites in PIC West, but we do not have an inventory of suitable industrial structures. The SBDC is taking the lead on addressing this issue, but the City and County may need to step up to provide necessary infrastructure for the project.
7. Continue the development and revitalization of center city Springfield. While primarily the purview of the City in terms of providing incentives for development, there may be a role for the County in terms of transportation improvements, particularly associated with the development of IDEA Commons and developments on the perimeter of Springfield.
8. Broaden the community's voter and leadership base. This goal is primarily directed at annexation activities to broaden the base of eligible voters and potential leaders. Annexation will impact provision of services, such as road repair and snow removal.

11.3 Suggested Performance Metrics

1. Directly aid in the creation of new high-wage jobs in Springfield and Greene County.

- New Jobs created / recruited per year
 - \$ impact of new companies / jobs
2. Directly assist retail development that will result in increased sales tax revenue to Springfield and Greene County.
 3. Implement online plan review/feedback and online permitting in order to improve the development process.
 4. Analyze the costs, benefits and pitfalls of consolidating City and County building development and planning offices.
 5. Reinstate County funding to the SBDC.
 6. Increase by 50% City funding to the SBDC.
 7. Assess the need for public investment (potentially through public/private partnerships) to create economic development opportunities in targeted industries that will create high-wage jobs for the community. This could be modeled after the PIC and PIC West models but must be flexible for a changing economy.

12.0 Sales Tax Fluctuations/Difficult Budget Projections

12.1 Mutual Fiscal and Service Delivery Challenges

Managing revenue fluctuations is challenging for both private business and governmental organizations. During tight economic times, accurate projections for budgeting purposes become even more critical as margins for error become smaller.

One particularly challenging source of revenue to predict is sales tax. Both the City of Springfield and Greene County depend upon sales tax for a significant amount of their revenue. Sales and use tax provide 36% of revenue for all City funds and 57% of the revenue for the City's General Fund. For the County, sales tax provides 57% of the revenue for all funds and 33% for the General Fund .

Sales tax revenue is collected by the Missouri Department of Revenue (DOR) and distributed back to local jurisdictions on a monthly basis. The DOR retains 1% of the total receipts for this service. Because of the manner in which businesses collect sales taxes, cut-off dates for receipt of revenue for a given period and processing procedures at the DOR, the amount of sales tax received each month can vary considerably, making trends difficult to recognize. Charts for City and County sales tax collections shown below illustrate these fluctuations .

Greene County

Greene County utilizes a 12-month "rolling average" for collections to project sales tax revenue. This average is shown in the chart below. Utilizing this method, general trends in sales tax collection can be much more easily determined. As can be seen, though the drop in revenue following the 2008 economic downturn has recovered, sales tax improvement over 2007-2008 levels is just now occurring late in 2014.

Another variable facing local governments is legislative action at the State and Federal levels. Both the City and County depend upon State and Federal grants and other reimbursements for significant portions of their revenue. As the State and Federal governments have reduced spending, these cuts are passed on to local governments - usually without State or Federal funding. Local governments are left to provide the service programs which local governments are required to provide.

In addition to reductions in grants and reimbursements, local governments are subject to changes in taxing policy. This is particularly worrisome for counties since changes made by the legislature occur during the calendar year budget. (State statutes require non-charter counties, such as Greene County, to follow a calendar year budget. The City of Springfield operates on the same fiscal year calendar as the State of Missouri, July 1- June 30).

Examples of the effects of these actions are occurring at the present time:

In the 2014 session, the legislature passed a bill which provided a \$3 per day in inmate per diem reimbursement to counties. For Greene County, this would mean an additional \$547,000 per year for the General Fund. However, Governor Nixon subsequently withheld this from the budget. At the time this report was prepared, it was not known when or if the withholding would be eliminated .

During the last few days of the 2014 legislative session, several bills were passed containing various sales tax exemptions. According to the State Budget Director, these exemptions would reduce total sales tax collections by \$10.6 million annually for the City of Springfield and \$7.5 million annually for Greene County. Loss of this amount of revenue would have been devastating for both the City and County.

On June 11, Governor Nixon vetoed the bills containing these exemptions. At that time, it was uncertain whether the legislature would vote to override the Governor's vetoes and both City and County finances faced a cloud of uncertainty. Fortunately, when the legislature convened for the September veto session, the Governor's vetoes were not overturned – only four were overridden.

12.3 Suggested Performance Metrics

- City and County annual revenue collections
- City and County annual general fund revenue collections
- City and county annual sales tax collections - total, and by fund

13.0 Consolidated Functions

This topic was suggested by several citizens and was sponsored for inclusion in topic discussions by Mayor Bob Stephens.

The actual wording of the citizen suggestions is as follows: "The time seems right to consider future consolidation of city and county functions, such as Planning and Development, Public Works, Law Enforcement and others. This might be the first step towards combined government. Additionally, the

time may be right for the County to consider Charter form of government. It would appear there would be savings associated with combining some of the functions within County government.”

13.1 Mutual Fiscal and Service Delivery Challenges

Traditionally, County government has provided the criminal justice system (courts, prosecuting attorney, jail), assessment, levying and collection of taxes, property records and elections. As cities became established, their focus, by necessity, was directed to issues created in an urban environment: fire safety, law enforcement, building safety, sanitation, streets, stormwater and flooding control, property use and utility services: electricity, gas and drinking water.

Outside of the countywide functions listed above, county governments’ focus was on the unincorporated areas outside of cities – typically rural areas with associated issues. Beginning in the 1960’s, Greene County’s government began to evolve towards providing more urban services necessitated primarily by development around the City of Springfield. This need accelerated with the adoption of building regulations in 1964, planning and zoning regulations in 1978, and has continued to the present.

Whereas Greene County once focused on rural roads and bridges, since the 1990’s more and more of the county’s resources have been utilized for urban street and drainage systems in the Springfield Urban Services Area.

As the need for more “modern” services has expanded, Springfield and Greene County have been quick to recognize the efficacy of combining services. These efforts have been so successful that it is difficult to imagine the City and County attempting to run separate programs. Yet this is the case in many communities.

Providing combined services provides unified management and uniform services. A wider base of funding support allows a higher level of services with better-trained and qualified staff. By minimizing duplication of administration, resources can be better and more efficiently focused.

As demonstrated by the success of past efforts, it can be expected that the City and County could benefit from examining other areas where combining services might be successful.

What should be the criteria for determining if combining or consolidating services should be considered?

- First and foremost should be improved delivery of services. By eliminating territorial barriers, providing uniform management and procedures and eliminating duplication, services should be improved.
- Second should be cost efficiency. Experience has shown that, initially, costs are not likely to be reduced as county workers, typically at a lesser pay scale, are brought up to the higher City pay scale. However, elimination of duplication over time will likely result in less-costly service in the long term.

Imagine the additional costs if both the City and County were trying to run public health clinics, operate and maintain separate parks, or manage parallel 9-1-1 programs.

The table below shows a listing of City and County services, whether provided by one or both organizations, and the possibility of achieving the criteria set forth above if services were to be combined.

Earlier studies have been conducted investigating the merger of the Sheriff's Office and Springfield Police Department, and the City's Building & Development services with the County's Building Regulations and Planning & Zoning. These reports can be found in the appendix and at springfieldmo.gov/jointcitycountytaskforce.

13.2 Options to Address Current & Anticipated Challenges

Options to improve delivery and cost effectiveness of services can vary from complete merger of the two organizations to continued interagency cooperation.

Merger: A number of urban cities and counties across the country have merged over the years. The exact organization of each and issues encountered vary considerably with each. Examples are Louisville-Jefferson County Kentucky, Nashville-Davidson County Tennessee, Indianapolis-Marion County, Indiana and the city and county of Denver, Colorado.

A complete merger of city and county governments is not authorized under the Missouri Constitution. This option cannot be pursued without a constitutional amendment, which is unlikely.

Functional consolidation is likely more effective in many cases. Functional consolidation can be achieved by:

1) Combined Services: As already noted in this report, where there are service improvements and efficiencies to be gained, the City and County have been successful in combining services. This is generally accomplished via interagency agreements that spell out the details of financial support, organizational management, etc.

2) Cooperative Services: Cooperative services can also be provided while leaving separate City and County agencies. A primary example is the number of cooperative efforts between the Springfield Public Works Department and Greene County Highway Department.

As resources become increasingly scarce, more opportunities for cooperative services should be examined.

Charter County Government

While not a prerequisite for combining services, the Task Force was also asked to examine the possibility of charter government for Greene County.

Article VI of the Missouri Constitution and Missouri statutes (Chapter 66 RSMo.) provide for the creation of a home rule charter for counties. In order for a charter to be considered, a county must have:

- a) a population of 85,000, or
- b) been a first class county for 2 years.

Greene County meets this criteria, so it is eligible. For counties meeting either of these requirements, two alternative methods are prescribed by the Missouri constitution.

Alternative 1 (Article VI, Section 18 (a)-(l)):

- 20% of the qualified voters who voted for governor in the last election can file a petition with the county clerk requesting that a Charter Commission be appointed.
- Written notice is then given to the Circuit Court.
- Circuit Court and Probate Judges appoint a charter commission.

Alternative 2 (Article VI, Section 18 (m)-(r)):

- The County Commission may call an election on the question of appointing a commission to frame a county constitution.
- If approved by a majority vote, the circuit court appoints a Commission to draft the constitution.

For either alternative:

- The Charter Commission must be appointed within 60 days of receipt of the petition
- Charter Commission consists of 14 county residents divided equally between the two political parties
- The Charter Commission holds meetings with the general public and interested parties
- A drafting committee drafts charter provisions
- If a majority of the Charter Commission signs the draft charter, notice is given for a special election
- An election must be held 30 days or less after completion of the Charter and not more than one year from the date of appointment of the Charter Commission,
- If approved by a majority of the voters, certified copies of the Charter and ratification are filed with the Secretary of State

Neither the Missouri constitution nor state statutes provide many stipulations regarding the form of the charter government proposed by the Charter Commission. The only requirement is that the charter

must provide “for the form of the county government, the number, kinds, matter of selection, terms of office and salaries of county officers....” Article VI, Section 18(b).

Options for charter structure can range from retaining the current county government structure with all elected offices to re-structuring with an elected county council and county executive (similar to city council-city manager) and elected officers becoming appointed department heads.

A charter commission, which drafted a proposed county charter, was formed in Greene County in 1980. The proposed charter was rejected by the voters. No charter proposals have been brought forth since that time.

There are four other counties in Missouri that have a charter form of government: Jackson, Jefferson, St. Charles and St. Louis.

13.3 Suggested Performance Metrics

(There are no direct performance metrics)

14.0 Civic Engagement Issues

14.1 Mutual Fiscal and Service Delivery Challenges

Both the City and County are currently creating new and exciting ways to encourage civic engagement.

What is citizen engagement?

Citizen engagement is people’s direct involvement in community affairs rather than reliance on indirect representation mediated by others such as experts, elected officials or bureaucracies.

The role and effect of citizen engagement

Effective citizen engagement can build citizenship, foster a sense of community, engender trust, enhance creative problem solving, and even increase the likelihood that citizens will support financial investments in community projects.

How does citizen engagement occur?

Citizen engagement can occur both through formal participation and engagement programs related to making policy decisions, but may also occur in the context of day-to-day operations and service delivery. Currently most cities are performing one-way exchange of information with citizens through notifying and consulting. To practice good citizen engagement, cities like Springfield incorporate with (work directly with), collaborate with (partner with) and empower (place final decision-making authority in the hands of) citizens.

Who is responsible for citizen engagement? Government takes an essential and often leading role in

citizen engagement. However, the local government cannot do it all by itself. It needs help of various individuals, groups and organizations.

How should we treat citizens?

Customer orientation requires governments be available, listen, help, give a personalized response, respond promptly and be courteous but it reinforces the idea that residents are, and should be, self-interested consumers rather than members of a community. Instead of treating citizens as subjects or customers, governments should treat them as partners and co-creators of services who are helping to address needs and shape their community.

How should public servants serve?

Public servants should see themselves as citizens themselves. In their dealing with residents, officials need to be open, share information, and encourage participation rather than acting as if they are superior and in charge.

Local government officials need to be encouraged to serve as community volunteers and members of organizations outside their work to better understand and serve the community.

What does effective citizen engagement require?

Effective citizen engagement requires changing the behavior of both public servants and citizens.

Government plays a central role in consulting and collaborating with citizens, while citizens have a role in participating and taking responsibilities. To encourage participation, governments create an inviting and welcoming atmosphere, clarify the form of participation needed, listen and take action based on what they heard from citizens, and sincerely use the contributions from citizens.

Ways the City and County engage citizens

1. Surveys, citizen panels and focus groups.

They are useful in soliciting opinions, engaging citizens in ongoing dialogue.

2. Discussing, educating and envisioning

Create the chance for public officials and citizens to learn from each other, foster shared concerns and hopes, and encourage input and interaction.

3. Internet and social media

Social media are useful for all age groups and demographics. Those include the mainstream social media channels, as well as other tools to allow multi-way communication.

4. Deliberation and dialogue

Deliberation focuses on examining solutions. Dialogue emphasizes on understanding and learning about complex issues. Dialogue is usually the foundation for deliberation. Commonly used approaches include: community decision-making dialogues, technology-assisted community forums and face-to-face dialogue to solve a problem.

5. Arts & Events

Use arts like theaters, dance, storytelling and special events to attract people who are not typically involved in local government activities and to stimulate creative ideas.

6. Service delivery and performance measurement

Citizens can be a partner with government in co-production of a service. Government can encourage citizens to become volunteers and to involve in citizen-based neighborhood improvement projects. Government should also explore ways to let citizens deliberate with others and with officials regarding the assessment of services.

7. Neighborhood Organizations

Local governments should actively collaborate and coordinate with neighborhoods.

Recommendations:

1. Undertake community dialogue between citizens and government officials to identify how citizens want to be involved and how the government can meet their aspirations.
2. Have honest intent to engage citizens. Make sure that the decision makers are willing to listen and take into account the result of citizen engagement. Be citizen-centered and address issues that people perceive to be important.
3. Expand capacity for engagement by educating and enabling citizens to act, developing skills of the staff members to create positive climate for citizen engagement.
4. Link separate engagement activities and build new ventures on previous ones.
5. Expand the diversity of participants.
6. Work with community partners and broaden the scope of issues the local governments address by using citizen engagement approaches.
7. Develop measures of outcomes. Engage citizens into the assessment process when possible.

Local Examples of Civic Engagement

Community Collaborators

The following practices convene a variety of stakeholders, such as city leaders, community groups, non-profit organizations and students, and encourage them to work together to gain a greater understanding of how they can improve their communities.

- Good Community
- Good Morning Springfield
- Community Partnership of the Ozarks Collaboratives
- The Network
- FieldGuide 2030
- 1 Million Cups
- Impacting Poverty Commission
- Topic-Driven Task Forces

Comprehensive Community-Wide Civic Engagement

These promising practices/initiatives reflect community-wide efforts to set long-term civic engagement priorities and bring together governments, organizations, and institutions to support civic engagement.

- Mike Stout's MSU Center for Community Engagement
- City of Springfield's addition of a Director of Public Information & Civic Engagement

Connecting Diverse Groups

Several programs suggest opportunities for encouraging diverse and often overlooked groups to share knowledge and learn from one another's experiences.

- Greater Springfield Race & Faith Collaborative
- Missouri Faith Voices
- Center for Diversity & Reconciliation

Deliberative Process and Dialogue

These opportunities offer a variety of ways citizens can make their voices heard through the use of tools that support the deliberative process, such as town hall meetings, polling and other organized discussion forums.

- Neighbor 4 Neighbor
- City of Springfield Public Input Processes and Activities
- City of Springfield Neighborhood Advisory Council
- Topic-Driven Task Forces
- Boards & Commissions

Developing Community Leaders

These programs provide citizens with educational and hands-on learning experiences that give them the skills and knowledge they need to improve themselves and their communities

- Leadership Springfield
- Missouri State University GOLD Program
- Community Partnership of the Ozarks Learning to Lead

Places for Civic Engagement

These physical spaces enable citizens to come together and participate in activities that support a more engaged citizenry.

- Community Partnership of the Ozarks Neighborhood Resource Center
- Springfield-Greene County Library District meeting spaces
- Fire Station Community Rooms
- Springfield-Greene County Park Board facilities
- Park Central Square

14.2 Options to Address Current & Anticipated Challenges

Goals:

- Increase # of multi-way communication systems to both educate, encourage dialogue and minimize contradictory communication.
- % participation in online social networks and/or virtual and physical town hall meetings - would need to establish baseline now – and could also mean the deployment of a dialogue and deliberation tool such as MindMixer or CivicPlus).
- Develop a specific plan for civic engagement as part of the strategic communication plan.
- TV is still the number one way our citizens report receiving their news. We should institute at least one virtual town hall meeting that is partnered with a local TV station / online audience each year. Maybe more...
- % increase in the number of survey respondents saying they expected to be living in the region five years from now.
- Increase deliberate efforts to increase diversity in our identified community networks

14.3 Performance Metrics

Pulling from the Social Capital Report, below are the six measures used, based on these being factors that most related to increases in trust.

- Voted in last Presidential election
- Cooperate with neighbors to fix a problem
- Attended a public meeting
- Attended a club meeting
- Took action for political or social reform
- Served on a committee

Additional measures to consider:

- % increase in the number of neighborhood associations
- % increase in the number of neighborhood association members
- # of qualified applicants for boards and commissions

Appendices

Agendas and meeting summaries can be found online at springfieldmo.gov/JointCityCounty

- A. Listing of Task Force Meetings & Topics
- B. Law Enforcement and Criminal Justice Scenarios
- C. Capital Replacement Costs
- D. Transportation Project List
- F. City-County Citizen Stormwater Management Task Force Report
- G. City-County Unfunded Environmental Mandate Affordability Task Force Report
- H. Study investigating the merger of the Sheriff's Office and Springfield Police Department

- I. Study investigating the merger of the the City's Building & Development services with the County's Building Regulations and Planning & Zoning.